THE SURVEY

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The Gist of It

THE Red Cross is fifty years old this May, one of the most mature of our national social agencies but a mere stripling to ROBERT W. DEFOREST who views it (page 87) from the serene vigor of his eighty-third birthday on April 25. For some thirty years past Mr. deForest has been president of the New York Chapter, vice-president and member of the Central Committee of the national body. It was he who originated the scheme of institutional membership by which the Red Cross calls on local relief societies for workers in civil emergencies—the head and hands that make the Red Cross what it is.

WHEN President Hoover vetoed the third Wagner bill, providing for federal aid to employment exchanges, he gave out a statement of his reasons which covered not only his opposition to the principle of federal aid but of fact as to the present performance of the employment service. On page 88, MARY VAN KLEECK, director of the Department of Industrial Studies of the Russell Sage Foundation, makes an analysis of the work of the service and discusses the veto in the light of its performance and of the recommendations concerning it which were made at Mr. Hoover's Unemployment Conference of a decade ago.

UNEMPLOYMENT insurance bills of various kinds have been introduced in the state legislatures (page 91). During these closing days of the sessions there seems little likelihood that any of them will pass, but the discussion has served to let the public in on the secret that there is a difference between unemployment reserves on an actuarial basis and the dolorous dole with its flaming red head.

IN connection with her sprightly article (page 92) GLADYS E. H. HOSMER, of Concord, Mass., writes us: "A year or so ago, I made a list of the boards and committees on which I was at that time serving. They were appalling in number and almost ludicrous in the variety of their aims. Included were the board of trustees of a girls' school, a hospital, a woman's college, a board of health, the executive committee of a woman's farm and garden association, an antiquarian society, the public health committee of a civic league, the district advisory committee of a state mental hygiene society, the local committee of the Disabled Veterans' Hospital Service, and a dozen or more other minor civic and welfare groups and enterprises. My husband came along just then and appended at the bottom: wife, mother (five children). Since that time, I have succeeded in disentangling myself from the majority of these, with, of course, the exception of the latter!"

FOR many years a student of prison reform, WINTHROP D. LANE (page 94) has most recently been serving as secretary of the Advisory Committee on Penal Institutions, Probation and Parole of the Wickersham Commission.

THAT delightful child the baby bandit (page 95) comes to us from WILLIAM A. MCGRATH, who is the seasoned probation officer of the Juvenile Court of Cook County, Illinois.

JUST how a social agency may hold or lose the zest of a volunteer worker is told (page 103) by CORNELIA CURTIS, a member of the Junior League and a volunteer on the staff of the New York Charity Organization Society.

THE very specific directions for the use of movies in the publicity of social work (page 104) are based on the successful experience of WILLIAM N. CHEW, educational secretary of the Philadelphia Health Council and Tuberculosis Committee.

OUR Neighbors the Mexicans is the subject of the next issue, the May Graphic, the racial issue of this year. It will discuss the spread of our southern neighbors across the Rio Grande fanwise north through the states and be fully illustrated with drawings by Diego Rivera, frescoes by Orozco, etchings by Nordfeld, photographs by Toni Mendoti and others. Outstanding among the articles is New Mexico, written for The Survey by D. H. Lawrence just before his death. From her vantage ground at Santa Fé, Mary Austin will gauge The Cultural Impact of Indian life as it penetrates our Nordic civilization. Professor Paul S. Taylor writes on a three-year study of Mexicans in the cotton lands of Texas, the market gardens of the Imperial Valley and Arizona, the beet fields of Colorado and New Mexico, the industrial districts of many states. Among other writers are Adelino Otero on her work among the descendants of our first settlers; W. Templeton Johnson, who follows the trail of architectural penetration; J. Frank Dobie, on the Mexican cowboys and ranchers; Dr. Emanual Gamio, on the shuttles back and forth across the border. An interesting and colorful number, worthy successor of The New Germany, Czechoslovakia and Harlem.

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For a People of Leisure

ON April 11 when the National Recreation Association meets for its twenty-fifth anniversary in Washington, one session will be held in the White House at the invitation of President Hoover, as at the first meeting in 1906 President Roosevelt was host and grew so interested that he became honorary president. It fell in with some of his greatest enthusiasms—the out-of-doors life, recreation, team play, the strenuous life. Beginning with one field secretary—and he was loaned by the Russell Sage Foundation—the Association started its work of promotion. The change has been remarkable. Where twenty-five years ago there were organized playgrounds in 41 cities, there are now nearly 1000. The membership has grown from 400 to 14,000, the income from $7000 to $427,000. Perhaps the most significant trend of the quarter-century lies in the great swing to public support. In 1929, some 84 per cent of the $33,500,000 spent for community recreation was from tax funds; public programs are municipally financed in 629 cities, municipally and privately in 168, and privately in 184. The cities have been persuaded to see their responsibilities and to attempt to meet them. Equally significant is the trend toward a broader program implied in the change in the name from Playground to Recreation Association. And that fits in with the times. Even after the end of this period of unemployment and enforced leisure for millions, we shall be in for a reduction of work time—of shorter hours and five-day weeks. The National Recreation Association is turning its thought and its mellow experience toward answers to important questions which will press in during the next quarter century: Will the new margin of leisure be employed constructively and creatively? Will it usher in an era of wholesome outdoor life and recreation, dramatics, art and adult education such as this country has never seen? From a country without a leisure class, the United States is apparently to plunge, with true American zest, into a country where everyone has leisure. The Recreation Association has a fascinating opportunity before it. It enters its second quarter century with resources, experience, widespread good-will and two steady hands at the helm—Joseph Lee and Howard S. Braucher, who have been president and secretary for twenty years.

Not About Baths

IT is usually not for humor that we turn to our colleague, Public Health Engineering Abstracts, published by the federal Treasury Department. But a few weeks hence, we suspect, one abstractor was adding a scientific wrinkle, consciously or not, to the tarnished tradition of the British tin tub. The abstract summarizes an article in the Surveyor on "a survey of public cleansing in Great Britain since the appointment ten years ago of a special officer of the Ministry of Health to deal with this work." To a land committed to private baths, there is something startling in that statement. A line or two further we read, "In any town of considerable size, 75,000 population or more, it pays to have a cleansing officer exclusively for this work. [Shades of the Old Woman Who Lived in a Shoe!] . . . In the larger towns this practice is becoming general and has proved successful." Well! well! A little further down one comes to the caution that "Essential requirements are a proper site, a sufficient supply of suitable covering material, strict observance of the precautions recommended, and careful supervision and management." And then, with a start of relief or disappointment, as the case may be, one sees that this refers to "controlled tipping of refuse" and results in the reclamation of large areas of *land*. Undoubtedly we should have realized that all along.

Humanity and Horse Sense

WHEN the Emergency Unemployment Committee in New York sent jobless men and women to the philanthropic institutions where they could do useful work that otherwise could not have been afforded, one institution called up to say "Please don't send anyone" since the wage of $15 a week paid by the committee out of relief funds was so much above that of its regular employes that it caused heartburning and dissatisfaction. Institutional employes are notoriously badly paid for reasons usually quite outside the control of the executive who must try to stretch charity-money or tax funds by direction of others. Too often a poor quality of service reflects in turn the caliber of employes who are willing to work for little. For a couple of years a committee of the United Hospital Fund of New York City has

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been at work on a system of disability and retirement payments and life insurance for hospital employes, believing that the economic security thus given would improve the quality of the hospital's service, reduce labor turnover and render simple justice to many faithful workers who gave long years of service at wages which did not permit them to make provision for themselves. A report, issued last spring, was made available to hospitals throughout the country, but the financial stringency of the past year has made it impossible for many institutions even to consider putting it in action. On February 1, however, a plan was put into effect by Presbyterian Hospital in New York, which operates also Sloane Hospital and Vanderbilt Clinic, and thus becomes probably the first institution of its kind in the country to adopt a pension and group life insurance plan based on actuarial experience. The annual cost to the hospital is estimated at from $25,000 to $30,000, while a substantial lump sum payment has been made to cover employes now approaching the retirement age. Employes, who are eligible after a year's service, contribute 4½ per cent of their salaries monthly. Within three weeks of the start, 85 per cent of those eligible have taken it up. Both humanity and horse sense suggest it as a lead for other institutions to follow.

For Cuyahoga's Children

IN the gloomy Old Court House on the Public Square in Cleveland, the Juvenile Court of Cuyahoga County has been functioning for many years in the same building with the Criminal Court—dirty, noisy, depressing. But in last November's election a bond issue was approved which will provide a spacious Tudor type County Welfare Building to be situated in a section of the city where most juvenile delinquency occurs. There, in a $1,500,000 plant, will be housed the Juvenile Court, Mothers' Pension Bureau, detention home caring for 3500 children a year, blind relief department, soldiers' relief department and the County Child Welfare Board, which was recently organized under James Ewers to care for dependent and neglected children. The new building will face on three streets and will form a quadrangle with a playground in the center. It will "reflect the informal and domestic character of a home, which will be in keeping with the fundamental principles of child welfare and social betterment." Harry L. Eastman is judge of the Juvenile Court and Eleanor Rowland Wembridge, the favorite fictioneer of Survey readers, is referee.

In Honor of Leadership

THe unusual privilege of sharing in the building of his own memorial has come to Dr. Richard C. Cabot, Boston's distinguished physician and teacher, president this year of the National Conference of Social Work. The memorial is a fund to mark Dr. Cabot's twenty-five years of leadership in the Social Service Department of the Massachusetts General Hospital. It is nominated the Richard C. Cabot Educational Fund, and is fittingly dedicated to the development of better methods of teaching in connection with hospital social service. The whole plan for the fund, carried through without Dr. Cabot's knowledge, was stimulated by the desire that he himself during his active years should help to shape the future program of a service which, from its beginnings, has been inspired by his leadership. The fund, now well past $30,000, has come from some 350 doctors, social workers, laymen and students, some of them as far afield as Japan. The project, as it is being shaped under Dr. Cabot's experienced guidance, pledges the department to responsibility for education in the belief that such responsibility tends to keep social work, as it does medicine, at a higher level. An educational director charged with the thoughtful development of a teaching program is the first step. Harriett Bartlett, formerly associated with the department, has been appointed to this post to begin her duties in September.

Mrs. Gibson

IN March bronze replicas of two of California's great pioneers were dedicated in Statuary Hall at the Capitol in Washington. Of course the Franciscan, Father Junipero Serra, was the choice for Spanish colonial days, and it is an open secret that the selection of Thomas Starr King, to represent the early American period when in Civil War days the fate of the state hung in the balance, was due to the championship of the late Mrs. Frank A. Gibson of Los Angeles. Mrs. Gibson was a member of the committee but did not live to see the dedication. Her long life however had been given to unfolding the human resources of the state which these two courageous forerunners symbolized. As a member of the State Commission on Immigration and Housing she herself laid the ground-work for the scheme of adult education in California which so transcends that of any other commonwealth, which has not only reached out to the Mexican immigrant but is proving a new medium for democracy among the native-born. But this was only one field which felt her initiating touch, and Survey Associates was only one of several national organizations that prized her active participation. One of her younger associates writes of her:

> Mrs. Gibson is a subject that deserves such a sharp clear pen. All the platitudes that have been said about her just won't do —the ordinary pious, stodgy eulogy, heaping her with all the virtues and making her a saint. She wasn't a saint and she wasn't a lady bountiful. She was a brilliant, resourceful, driving, often impatient, but glorious person. She saw humor where only those with real wit can see it, she swept away obstacles as only those with facile imagination can. She was as civilized as the best of her own period and as independent as the best of the modern. She had enormous power to love and to hate too but never for a moment did she forget how to laugh. She started or fostered almost every truly forward-looking effort in California whether political or social, and she nurtured most of the tradition of our past culture that we have had the sense to preserve. There is no portrait painter that can catch the elusive quality, the wit, the brilliance, the indefatigable energy and vast force in the gay little body.

But perhaps some day some sculptor will try and Los Angeles will honor in bronze a school teacher who lived to pioneer a new time.

County Health Units

AFTER nearly a year's study a distinguished commission of physicians and laymen appointed by Governor Roosevelt has submitted its recommendations concerning important health problems in New York State which require legislative action before real progress can be made in their solution. At the nib of their report and of the Wicks-Hutchinson Bill now before the Legislature to put its recommendations into action, is the proposal that county health departments be established throughout the state, substituting the county as the unit of local health administration in place of the town or village. New York, as Governor Roosevelt pointed out

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in a message transmitting the report to the Legislature and urging enactment of legislation on this particular point, has at present as many as 1099 different local health jurisdictions. The Governor adds pertinently, "This system, originally created to meet the conditions of 1850, cannot possibly be adequate for the needs of 1931." For several years New York has had a permissive law, under which counties may organize health departments and benefit by state subsidy in their operation, and successful county departments have been established in Cattaraugus, Suffolk, Westchester and Cortland Counties. The pending measure would extend to the state the benefits that this type of organization has shown through the centralization of local health services under trained personnel, and the opportunity thus to carry on effective programs in maternity and infancy, school health service, the provision of pure milk and water, control of communicable disease and the like. While the fate of the Wicks-Hutchinson bill is still undecided as this issue goes to press, its principle, proven successful in many parts of the country and endorsed by medical and social leaders throughout the state, has been established beyond doubt as the way of progress in local public health organization.

Birth Control

IT is hardly more than fifteen years since obloquy was heaped on Margaret Sanger and other courageous leaders who dared even to mention the subject of birth control or to advocate clinics for the guidance of families without the resources, physical or economic, for unlimited children. The greater the rejoicing then, that so relatively short a time has brought the widespread general consideration of this subject indicated in the recent pronouncements of three great religious bodies, and even the guarded recommendations of the Bishops of the Anglican Church at Lambeth and the outspoken reasonable approval of birth control given a few weeks since in the report of the Committee on Marriage and the Home of the Federal Council of Churches of Christ in America. In this last, two points are of special interest. The Committee believes that economic considerations should be a factor in parents' determination of the number of children they may rear in justice to themselves, to society and to the children. At this point, the churchmen are more progressive than the existing American law in many states, including New York, which still forbids even physicians to give contraceptive advice to patients except on the ground that further pregnancy would endanger the mother's health or life. The second point implies an attitude toward social progress which sometimes has been lacking in both critics and proponents of the existing order. The Committee points out that opinion is divided in the churches as to the rightfulness of the use of contraceptives, then adds: "Whatever the final conclusion may be, the committee is strongly of the opinion that the Church should not seek to impose its point of view as to the use of contraceptives upon the public by legislation or other form of coercion."

The Faltering Taxpayer

BENT under the load of steadily mounting costs of public welfare, the taxpayer's back is showing signs of weakening. At the recent meeting of the Pennsylvania Conference of Social Work, Clyde L. King, secretary of the State Department of Revenue, put the state's dilemma squarely before the social workers. Income has been reduced, new sources of taxation have not been found. "We can't tax property owners any more. The burden is already heavier than many of them can bear. . . . At present one dollar out of every three received by the state is devoted to welfare and one out of every two to education. Our first job at Harrisburg was to cut $100,000,000 from the requests for state welfare appropriations so that the expenses of the commonwealth might be reasonably commensurate with its income."

Old age relief appears to be slowing down as a result of taxation difficulties. The Indiana legislature passed a bill, but since it failed to provide means of raising the revenue called for, it was vetoed by Governor Leslie. Massachusetts passed a bill last year but left to the 1931 legislature the problem of finding the revenue. At this writing the legislature is still prospecting, with every new taxation proposal encountering violent opposition. From Detroit come rumblings of discontent over the enormous load which winter's relief program has put on the taxpayers. Meantime the pressure for public relief funds is increasing. "Private financing is utterly inadequate to meet the demands of the present situation," said Allen T. Burns of the Association of Community Chests and Councils, to the Pennsylvania Conference. "Public funds must bear a greater burden." Edward D. Lynde of the Cleveland Associated Charities says that special relief by that agency must cease on April 15 and that without city aid the society will have to go out of business by July 1. Philadelphia and New York frankly admit that they are at the end of private funds for unemployment relief with little diminution in need. Pressure for city funds is unremitting, but just how or when they will come if at all, is still on the lap of the gods.

When Children Are Problems

THE child with a "problem," particularly a problem hard to define and harder still to do anything about, continues to be the favorite topic of educational discussion. In Detroit, where the department of superintendence of the National Education Association recently met, pleas for "special consideration" for both the dull and the gifted were made. Thus at one general session an Ohio school superintendent urged careful consideration of birth control, eugenics and sterilization of the unfit as a means of combatting "hereditary dullness," because "many limitations are fixed. We know that 80 per cent of dullness is congenital." The Seattle superintendent of schools argued for special classes for the gifted, even in elementary school, citing the results of the plan in Austria and in California.

The plan on behalf of the maladjusted for "behavior clinics" in New York City public schools has become involved in wordy controversy between educators and psychiatrists, each group claiming that one of their own number (and no one else) is equipped to deal constructively with the child's behavior problems and to head the new clinics.

An experiment in preventing problems through "character building" was the subject of a report at the N. E. A. gathering by John Lund, superintendent of schools at Norwalk, Connecticut, where the Connecticut State Bureau of Character Education Research and the Institute of Human Relations at Yale have cooperated in a character-education project in the public schools. Mr. Lund is convinced by this experience that character education thus far has only "accidental or incidental results" to show. Taking the essence of character to be "socially constructive behavior," he holds

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that any effort to handle it "solely as a job for the school is foreordained to failure." The hope is, of course, that out of these yeasty experiments on behalf of the handicapped, the superior, the maladjusted, this slow "learning by doing," will come clearer insight and greater wisdom in our dealing with children and through that means (and only that means, perhaps) a lessening in the number and seriousness of their "problems."

New Haven Neckties

THERE has been widespread complaint among wage-earners, organized and unorganized, that employers are using the unemployment situation to cut wages and lower standards. Facts in support of either side of the contention are hard to muster. Here and there, industrial unrest has uncovered a state of affairs that lends a good deal of color to the workers' argument. A current example is the strike in a neckwear factory in New Haven, Connecticut. A. Seigman, Inc., the firm concerned, was until last July located in New York City, where the industry is well organized. The firm moved to New Haven when the workers struck in protest against subcontracting, in violation of the union agreement. In New Haven the firm began to operate under open shop conditions. The work week was stretched to sixty-seven hours, children between fourteen and sixteen were taken on, wages were low. Before Christmas, the 350 employes, most of them young Italian girls, worked overtime and Sundays. With the rush season over, a wage cut was declared. When a second cut was made in February, all but five of the workers walked out. With the winter's unemployment, Seigman had no trouble in replacing the strikers, the processes are simple and training is not a serious problem. Within a few days, strike breakers begging for jobs were being turned away. Governor Cross of Connecticut wrote Seigman, asking that he join with his workers in submitting their differences to a committee of New Haven citizens who volunteered to act as a board of mediation. Seigman did not reply to the letter. The attempt to organize the shop has failed, though the union has been supporting the strikers with benefits of $10 a week.

With an oversupply of labor, with public opinion, as it is in New Haven, hostile to union activity regardless of the working conditions it tries to remedy, the unsocially-minded employer is obviously sitting pretty. And in taking advantage of the depression to lengthen hours, reduce wages and "get rid of the union" he is, of course, making it difficult for his more humane and enlightened competitor to carry on.

It May Mean a Fight

ALMOST nonchalantly the New York Chapter of the American Association of Social Workers tossed overboard its own accepted policy and that of its parent organization and established a precedent in which conservative members of the group see disquieting implications. It all happened because of a proposal to submit to the chapter a resolution favoring the principles of compulsory unemployment reserves in industry. The chapter, following the lead of the national body, has hitherto consistently limited its action to professional matters and has avoided committing itself to decisions on questions of public policy involving differences of opinion. But the resolution on unemployment reserves had strong and articulate backing. Under this pressure and with apparently more interest in the resolution than in the policy involved in its consideration, the chapter went on record as construing "the purpose clause in its constitution as not prohibiting consideration of any matter introduced by a member of the chapter which, in the opinion of the chapter, is of professional interest." It then adopted the resolution favoring unemployment reserves, tacking onto it the proposal that the chapter should appoint a committee to study the whole problem. All of this, in the judgment of the right wing, throws the chapter's door wide open to controversial subjects and puts its meetings at the mercy of propagandists. The left wing on the other hand, holds that the old policy was one of safety and not of action, and that the time has come for the chapter to stand forth and bear witness.

There are plenty of precedents within the Association for the action of the New York Chapter. A number of chapters have the habit of resolving without, apparently, any serious repercussions. The Cleveland Chapter takes action on legislative and other matters as it sees fit. The Detroit Chapter has just been through a discussion similiar to that of the New York group but has adopted a more cautious procedure which requires a ten-day notice of proposed action and a two-thirds majority vote of the membership.

Consuela

CONSUELA had an *ojo malo* and the doctor in the little Arizona mining camp had sent her to an eye specialist in a city hospital. In this immaculate institution the little Mexican girl learned the importance of cleanliness. She returned a month later to her house and one morning a breathless, ten-year-old brother burst into the children's clinic: "My mother wants you to come to see Consuela," he gasped. "What ails Consuela?" asked the kindly nurse. "Oh, I don't know, but she wants to get in the tub and take a bath every day. My mother thinks she must be *muy mala*."

"The Best We Knew How"

AN apology to the future for the social ineptitude of the past was added to the usual collection of uninspired memorabilia that went into the corner-stone of the new Women's House of Detention now under construction in New York. Attached to a small piece of iron bar taken from the old Jefferson Market Prison on the site of which the new institution is located, was a message, indicted on parchment, to "Those Who Come After Us." "This piece of iron bar," said the message, "is the most significant of all the articles in this box. It is the symbol of an age which has gone. An age which in its treatment of offenders against the law laid its greatest dependence upon iron and steel and locks and keys and bolts. We of this age are beginning to realize that it is upon a foundation of intelligent understanding of the offender that we must build if we are to find a solution of the criminal problem. We think we are on the right track. Perhaps you of the future will laugh at our effort in the light of new discoveries yet to come. If so, we hope your laughter will be leavened with sympathy by the thought that we did the best we knew how."

Over this corner-stone the Women's House of Detention, which Mayor Walker characterized as "the most humane building ever erected in the city," rears its twelve stories above the roaring city traffic. The multitudinous windows covering its great façade are guarded with artistic iron grille work. Only the very sharp-eyed outsider looking in sees the stout interior bars that guard the delicate tracery. The insider looking out sees them both.

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Fifty Years of the Red Cross

By ROBERT W. DEFOREST

THE Red Cross is about to celebrate its fiftieth birthday. It seems an appropriate time to recall some of its beginnings. I was not in at the birth, but I became associated with it before it emerged from infancy into childhood. My first relation to it was at the time of the San Francisco disaster, 1906, when President Roosevelt asked Edward T. Devine, then director of the New York Charity Organization Society, to go to San Francisco and to represent the Red Cross. Dr. Devine sought my consent, as president of the society, to his accepting this charge which, I need hardly say, was gladly accorded. I followed in a general way the somewhat chaotic situation at San Francisco in obtaining and administering relief. I examined the charter of the Red Cross and my attention was particularly directed to the fifth of its purposes, which reads:

Fifth. And to continue and carry on a system of national and international relief in time of peace and apply the same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry on measures for preventing the same.

It seemed to me that if relief measures in time of any great calamity could be coordinated under a single direction, both as to the collection of money and the administration of relief, the chaotic conditions which had usually followed such situations would be avoided. The National Red Cross could serve this purpose. Moreover, inasmuch as its functions only become operative in times of "great calamity," its activities would not interfere with local effort which was always the most effective first line of defense.

I determined to find out what the Red Cross really consisted of, besides a charter and an emblem, and why its president had called upon an outsider to represent it in San Francisco. Going to Washington I found it located in a small office in one of the department buildings, and that its personnel consisted of Miss Mabel T. Boardman (always a host in herself), a young man as assistant, and a somewhat nominal volunteer chairman of a central committee. I found that the chapters of the Red Cross existed very largely on paper (I knew that the New York Chapter did, for I was its chairman), but that the possibilities of an effective organization under the Red Cross emblem were still to be realized.

The essential thing seemed to be an able and experienced paid director, working in cooperation with Miss Boardman, an enlarged staff and the creation, some how and in some way, of experienced relief forces in different parts of the country so that a policy directed from Washington could be promptly and effectually carried out. I was chiefly instrumental in securing as national director for the Red Cross the then director of the Chicago Charity Organization Society, Ernest P. Bicknell, and in providing by a grant from the Russell Sage Foundation the money necessary to pay his salary. This created a far more effective central organization in Washington.

THE other part of the problem was to find some means of carrying out its policies promptly, wherever and whenever a national calamity occurred. The Red Cross needed hands as well as heads. And it needed hands which could be quickly assembled in the right place. The readiest means of securing trained social workers seemed to be to call on the fraternity of charity organization societies throughout the country to furnish this help. Accordingly, our by-laws were amended so as to provide:

30. The American National Red Cross may recognize selected organizations as affiliated bodies upon such a cooperative basis and under such conditions as the Central Committee may determine.

And to further provide, under the title of "Institutional Members,"

31. (a) Upon the occurrence of a great calamity requiring immediate and unusual measures of relief, the national director as soon as practicable shall proceed to the locality and direct relief operations. Pending his arrival, the institutional member and the officers of the state branch, in concert, shall take such instant action as the circumstances warrant. An institutional member shall not be required to collect funds or supplies for Red Cross emergency relief or to act in any other capacity than as an agent in the application of relief.

(b) Upon call from the national director, an institutional member, to the extent of its ability, shall send one or more trained agents to assist in Red Cross emergency relief work in any part of the United States. The necessary traveling expenses and compensation of such agents shall be paid by the Red Cross.

Cartoon by Thiele, Courtesy New York Chapter, American Red Cross

They Shall Not Pass

The leading charity organization societies (I use this as a generic term, for some societies of this type had been organized under different names), volunteered to extend this help to the Red Cross. The country was districted so as to define their respective spheres of action. It was under this system that the Red Cross operated in times of national calamity until we entered the Great War. The Red Cross furnished its banner and general direction; the charity organization societies provided hands with which to do the work. The minutes of the Sage Foundation of April 18, 1908, record a grant of $5000 to the Red Cross "to aid in putting into effect the proposed plan of affiliation between the Red Cross and associated

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charities and charity organization societies, to deal with domestic calamities and disasters. The employment of a competent director is essential to this proposed affiliation." During this period, relief in time of calamity was increasingly centered and coordinated under the Red Cross emblem.

Then came the project of a Red Cross building in Washington. Miss Boardman had been chiefly instrumental in securing a grant from Congress to cover part of the cost if the balance could be secured from private sources. In cooperation with Miss Boardman, I secured from my friends, James A. Scrymser and Mrs. Russell Sage, the larger part of the private contributions necessary.

Then came our entrance into the Great War. It was a situation for which the organization of the Red Cross was not adequately prepared. It seemed to require exceptional and even revolutionary measures. The personnel of the Executive Committee and Central Committee was not such as to secure the best results under war conditions. It was at this juncture that we secured the leadership of Henry P. Davison, with his large vision and his extensive relations to men of business ability and large means.

The proposal was to organize a War Council, an entirely extra-constitutional body, and to devolve upon this self-constituted council all the functions of the Red Cross in time of war. Mr. Davison's willingness to serve and to organize this council depended upon the consent of his partners in the firm of J. P. Morgan & Company and upon the invitation of President Wilson.

I recall attending an historic meeting in the office of J. P. Morgan & Company when Mr. Davison requested the permission of his partners to undertake this work, and I urged their consent. This permission was accorded, provided President Wilson as president of the Red Cross, as well as President of the United States, invited Mr. Davison to organize this council.

I recall an historic interview with President Wilson in the White House at which he was urged to invite Mr. Davison to organize the War Council and did so with power to choose his associates.

The action of Mr. Davison and the Council is a matter of history on which I certainly need not dwell. Suffice to say that it was an entirely extra-constitutional body, a species of dictatorship entirely unprovided for either by our charter or by our by-laws. But it eminently worked. After the organization of the War Council I confined my duties, as member of the Executive Committee, to ratifying under our by-laws all the action of the War Council which was reported to us, thus making the action constitutional. During the War, the War Council was the Red Cross.

Then came the end of the War, demobilization and resignation of the War Council. It was appropriate that they should ask for and receive as members of our Central and Executive Committees, constitutional control of the Red Cross for themselves or their nominees. Consequently, in common with some other members of these committees, I resigned to give place to others.

My own chief purpose in entering the service of the Red Cross has been practically attained. It has become a really efficient national organization, naturally looked to in times of calamity, to coordinate relief and to provide not only the qualities of head but the qualities of hand. Its chapters and its nursing service provided not only heads but hands in dealing with calamities. The public throughout the land has become increasingly accustomed to look to it for leadership and service.

Toward a National Employment Service

By MARY VAN KLEECK

WHEN on March 7 after Congress had adjourned, President Hoover vetoed the Wagner bill to establish a national employment service, he did so under conditions which leave the whole question a vital one in public policy. Senator Wagner has announced that he will reintroduce his measure, while the President asked the secretary of labor "to cooperate with the various interested organizations to draft a plan for presentation to the next session of Congress, which will avoid the difficulties presented by this bill."

In vetoing the bill the President said that he did so to "prevent a serious blow to labor," that it would have abolished "the whole of the well-developed federal employment service" and that in any event the new service could not have been "made effective for many months or even years." As Congress presumably passed the measure under an exactly opposite impression, that it was meeting an urgent need in an unprecedented crisis, the issue raised becomes one of fact and judgment which needs examination before the one important issue of policy—the financial relationship between the federal government and the states in an employment service—can be accurately appraised.

The first of these issues of fact relates to the President's idea that something valuable in the present federal bureau would have been destroyed by the Wagner bill. He found, as stated in the veto, that "the existing federal employment service is today finding places of employment for men and women at the rate of 1,300,000 per annum."

Examination of the published reports of the United States Employment Service and interviews since the veto with those responsible for it in Washington reveal, first, that the 1,300,000 placements which the President credited to the existing federal service were all made by state and local agencies which cooperate with the United States Employment Service. Cooperation consists in the franking privilege and, in some instances, financial assistance to local offices at the discretion of the director-general of the federal service, with the states operating their agencies and supplying reports to Washington. At no point would this state and local placement service have been terminated by the enactment of the Wagner bill. On the contrary, it would probably have been extended.

The President referred in his veto message to special divisions of the present service for veterans and for farm labor. He stated that the new bill had "no provision for the continuation of these very important services" and that "the

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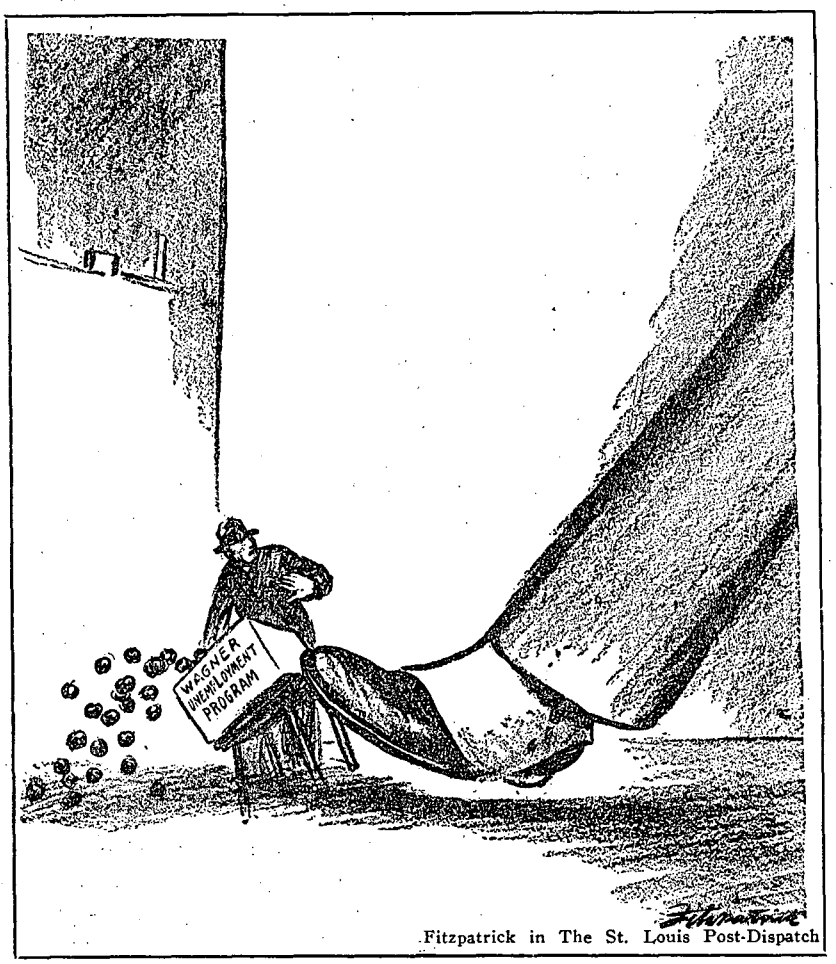
interstate quality of the federal service 'would be' destroyed." The Farm Labor Division is described in the most recently published report of the U. S. Department of Labor, that for the year 1929, as one of "recruiting, directing and distributing." "Owing to the nature of the work," says the report,

> it is not possible to ascertain the actual number of harvesters recruited, as many workers are supplied with information by press notices, posters and bulletins published during the harvest, giving accurate information as to where the demands for workers exist, and they go directly.

The facts at hand are not sufficient with which to appraise the competence of this service, but these official statements about it show that the section of the Wagner bill providing for "furnishing and publishing information as to opportunities for employment," which would have been a task of the national service, exactly describes the present Farm Labor Division. The bill would have made possible its reorganization if necessary. It would not have abolished the work.

The veterans' employment service, which the President feared to destroy by approval of the bill, is the only direct individual placement service now maintained by the United States Employment Service. Established when Congress earmarked part of the appropriation to be used for veterans, it has been in operation only since May, 1930, and in the period ending December 31 it made 13,253 placements. What would have been done with this division if the Wagner bill had been approved, would have been a matter of administrative procedure. The bill would certainly not have prevented the development of a much more adequate employment service for veterans, though it would have carried on this service in cooperation with the states. It is indeed an open question whether it is not actually a disadvantage to veterans to be separated from others seeking work in the same occupations, since the more complete the organization of the labor market the better the chances of the individual to find his place.

In short, whether reference be made to the present placements, which have been made anyway by state and local agencies, or to the Farm Labor Division or to the placement of veterans, the fact is that these services constitute the raw material out of which the Wagner bill proposed to create a more far-reaching national service. It destroyed only in the sense that enactment of a new law is accompanied by repeal of an old one; and in the new, in this instance, opportunity was thus given to reject personnel or methods which had not proved themselves to be effective, while profiting by values in the work already done.



Fitzpatrick in The St. Louis Post-Dispatch

THE bill which the President rejected was first introduced in 1928 by Senator Robert F. Wagner of New York. It was one of a series of three which included the extension and improvement of the federal government's statistics of employment and the long-range planning of public works. The bill for statistics was finally passed in the spring of 1930. The bill for public works became law in February, 1931. The bill for a national employment service passed the Senate last June and was held up in the Rules Committee of the House, until late February, when it came to a vote, was passed overwhelmingly and the Senate accepted the House amendments before adjournment.

Briefly, this bill authorized the secretary of labor, in accordance with civil service laws, to maintain a national system of employment offices based upon the twofold principle of state and local operation with national coordination. As a device for insuring federal-state cooperation, state appropriations would be matched dollar for dollar by federal appropriations after certain conditions as to standards of procedure had been met. Twenty-five per cent of the federal appropriation would be reserved for national administration. The sum of $1,500,000 was appropriated for the fiscal year ending June 30, 1931, and $4,000,000 annually thereafter, to the fiscal year ending June 30, 1934.

Section 10 provided for the transition without a gap from the present service to the new. It stated that during the current fiscal year and for two succeeding fiscal years the director-general would be authorized to establish and maintain public employment offices in a state in which there was no state system or in which the state had not complied with the provisions of cooperation with the federal service.

As a practical matter, then, the Wagner bill would have taken effect immediately if the President had signed it; $1,500,000 would have been available. Of this, 75 per cent would have been allotted to states which through their legislatures availed themselves of the provisions of the act, in a ratio determined by population. The federal government could have used in any state its allotted portion for immedi-

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ate establishment of offices, pending state action. And finally, the present service would have been reorganized, in accordance with civil service laws, for the task of coordinating public employment offices throughout the country, "by furnishing and publishing information as to opportunities for employment, by maintaining a system for clearing labor between the several states." Certainly this provision does not bear out the President's statement in the veto that the Wagner bill would have destroyed "the interstate quality of the federal service."

THE fundamental principle of the Wagner bill—state operation and federal coordination—has been recommended by a long series of conferences and of investigations dealing with this subject in the past fifteen years. A pioneer was the American Association for Labor Legislation, which issued in 1914 a program for the prevention of unemployment. The program included a system of employment exchanges which would be local, state and federal. In 1921 the President's Conference on Unemployment, of which Mr. Hoover was chairman, declared:

> Your committee feels that in any permanent system the state should be the operating unit of such employment offices, and that the extension of such offices should be encouraged. The federal government itself should not operate local offices or do placement work.

The Committee on Unemployment and Business Cycles, appointed by Mr. Hoover following the work of the Conference, declared:

> A national system of employment bureaus was recommended by the President's Conference on Unemployment, and the Committee gives hearty approval to that recommendation.

The Senate Committee on Education and Labor, as a result of hearings on unemployment, declared in 1929:

> The states and municipalities should be responsible for building efficient employment exchanges. The government should be responsible for coordinating the work of the states. . . . The existing United States Employment Service should be reorganized, and every employe should be placed under civil service [—an end toward which the termination of the present employment service by the Wagner bill (to make way for the new service) was directed].

It is true that these recommendations do not directly refer to federal aid to the states. But a realist in political administration would see that there must be some definite relationship through appropriations in order to give effect to the twofold principle of state operation and federal coordination. The necessity for some such device has been proved in the experience of the past ten years. The United States Employment Service has nominally had the task of coordinating the state services. But only twenty-four states have established public employment offices; and definite agreement on procedures, such as for example, clearance of placements between states, is lacking.

A report on public employment offices prepared by investigators for the Russell Sage Foundation, which was laid before the President's Conference on Unemployment in 1921, recommended federal aid as a device to insure coordination. In the final report of this study published in 1924, the director of the investigation, Shelby M. Harrison, and his collaborators point out that, apart from the merits or demerits of the broad question of federal aid in general, "practical considerations in getting a nation-wide system of public employment offices started point to the desirability of federal aid for them." The service must be nation-wide. Interstate employment work must be done, and the chain of effective clearance must not be broken because states withhold appropriations. They must be stimulated to make them, and there must be a quid pro quo to insure agreement on standards of procedure. The report says:

> Sooner or later the states may be willing to carry the full part of their own cost in the service, but it is not believed that a sufficient number of them will be willing to do so in the beginning to make the service effective on a nation-wide basis.

By rejecting this federal aid the administration, while declaring that it believes in a national employment service, is apparently faced in the direction of an independent federal system of employment exchanges for placement work. If made effective, this would necessitate very large expenditures by the federal government, without the provision for state contributions and state operation which would have turned every dollar of federal aid into two dollars for effective service for men and women out of work. Having in view the principle of state operation as the basis for a national employment service, it may be observed that the combination of federal and state appropriations is not so much federal aid to the states as state aid to a national system.

The Wagner bill having been vetoed, the Department of Labor and the administration now face the necessity of developing a service for the present crisis and presumably, in accordance with the request made in the President's veto, of drafting "a plan for presentation to the next session of Congress." For use during the next fifteen months the secretary of labor will have approximately $885,000, of which $500,000 was an item in the deficiency, appropriation bill and the remainder is the appropriation for the existing United States Employment Service, of which $100,000 is designated for the placement of veterans.

Under date of March 18, the secretary of labor announced the appointments of John R. Alpine, former vice-president of the American Federation of Labor, "to assist in the reorganization of the public employment service," and of John J. Leary, Jr., former labor editor of the New York World, "as a special representative of the Department of Labor to make a study of public employment agencies in Europe."

While the President's veto was being written, the Census Bureau was completing the tabulation of its count of the unemployed on January 15. It announced more than six million out of work. Washington faces the needs of these six million with no change in its machinery for national organization of employment except an additional appropriation of $500,000 which was itself a by-product of the Wagner bill fight. The President has rejected a measure based upon fundamental principles of state and local operation and national coordination, upon which all impartial students of public employment bureaus have agreed. Whether the difference of a half million dollars, and the staff that may be recruited under it, can overcome the lack of a constructive policy and the absence of any authorization by law for a new approach to a national employment service, is a question which the secretary of labor is now called upon to answer. He is expected to lay the results before the next Congress. This experiment is to be tried after three years of public discussion of the Wagner bill, in the face of an unprecedented need for the most effective possible machinery for dealing with the task of finding employment.

The task ahead of restoring men and women to employment is comparable only to readjustments following the World War. For labor and for business alike it would appear that not the Wagner bill but the President's veto has been "a serious blow."

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Unemployment Insurance

By BEULAH AMIDON

THROWN into casual dinner-table chat or solemn discussion meeting, "unemployment insurance" have long been fighting words in this country, with increasing power to shatter the peace in recent years. One of the few gains emerging from the depression is a calmer and more objective attitude toward some application of the insurance principle to the hazard of unemployment. Unemployment itself, with the burden it has thrown on individuals and communities, has perhaps made us more open-minded toward suggestions for relieving it. And the study, discussion, reports, hearings that have followed the introduction of unemployment insurance bills in legislatures are helping lift the question out of the fog of prejudice to a level where fact-finding and clear thinking are possible. Whether or not any of these experimental bills are enacted, their introduction has served a useful purpose. At this writing, a number of state legislatures are still in session. What is set down here must be considered a record of progress and not of final action.

A bill drafted by the American Association for Labor Legislation has been widely used in framing the unemployment insurance measures introduced the past winter. The Association draft, entitled An Unemployment Reserve Act, requires each employer to pay a fixed percentage of his payroll into a mutual unemployment reserve fund, out of which workers, laid off for lack of work, receive a limited proportion of their wages for a limited period of time. Under this plan the employes do not contribute directly to the fund.

In Wisconsin, two bills have been introduced, both of which are lineal descendants of the original Huber bill, first introduced in 1921. Both the Nixon and the Groves bills put the full burden for an unemployment reserve on employers and both provide for a state fund in which contributions are deposited. The Nixon bill provides that employers' contributions should be pooled in funds by industries, that the rates of contributions should be fixed on insurance principles, varying from industry to industry, and that individual employers should have a special "experience rating" on the basis of the unemployment records of their own plants. In contrast, the Groves bill provides that the contributions of each employer are to be kept in a separate "employer's account" to be used only to pay benefits to his own workers and never to be merged with any other employer's account; that the rate of contribution is set at 3½ per cent of the payroll, and that if an employer's account reaches an amount equal to $80 for each employe he may cease all contributions so long as his account remains above this figure. The Groves bill differs from any measure proposed elsewhere, but it is similar to many private unemployment compensation plans, such as that of Dennison and the joint scheme of fourteen employers in Rochester, N. Y. (see The Survey, March 15, page 654).

The Wisconsin State Federation of Labor, which has always supported unemployment insurance legislation, was responsible for the introduction of the Nixon bill in this session. Both the Groves and the Nixon bills are still before the Assembly Judiciary Committee at this writing. Hearings have been closed but the committee has not yet made any report. A member of the economics faculty at the University of Wisconsin writes us:

> Although some employers reacted favorably to the Groves bill, most of the manufacturers who appeared before the Assembly committee protested against the enactment of any legislation at this time and urged the creation of an interim committee. Several employers suggested the possibility of a contributory plan based on the Groves proposal of separate accounts.

In Ohio, a bill was drafted by Marvin C. Harrison, a Cleveland attorney, based on a study made by the Consumers' League. The Harrison bill differs widely from the American Association for Labor Legislation measure. It calls for a contribution of 1½ per cent of his wages by the employe and from 1½ to 3 per cent of his payroll by the employer, according to the prevalence of unemployment in his own plant. This bill was killed in the Labor Committee of the state Senate, but is still alive in the Insurance Committee of the House, with a difference of opinion among both friends and opponents as to whether it will get out on the floor during the present session. Both the principle of unemployment insurance and the provisions of the Harrison bill have been widely discussed in the Ohio press, and the distinction between "dole" and "insurance" has been emphasized in news stories, editorials and in the hearings on the bill.

In Connecticut, an unemployment insurance bill was killed in committee but a measure providing for an investigating commission is still pending. Bills have also been introduced in Maryland and in Michigan, where they were promptly killed in committee, and in Missouri and Pennsylvania, where at this writing no action on them has been taken.

SEVERAL measures dealing with unemployment insurance have been introduced into the New York legislature. Most publicity has been given to the Mastick-Steingut bill which is in all essentials the American Association for Labor Legislation measure. The hearing on the Mastick-Steingut bill was so largely attended that it had to be moved from the committee room to the Assembly chamber. The chief opposition has come from the National Association of Manufacturers and the State Federation of Labor. Organized labor in New York sponsors a bill providing for a commission to study the whole question of unemployment insurance and its application to American conditions.

On March 26 Governor Roosevelt sent a special message to the legislature, urging such a temporary commission:

> The serious unemployment situation which has stunned the nation for the past year and a half has brought to our attention in a vivid fashion the need for some sort of relief to protect those men and women who are willing to work but who, through no fault of their own, cannot find employment. This form of relief should not, of course, take the shape of a dole in any respect. . . . American labor seeks no charity but only a chance to work for its living. The relief which the workers of the State should be able to anticipate when engulfed in a period of industrial depression should be one of insurance to which they themselves have in a large part contributed. Each industry itself should likewise bear a part of the premium for this insurance, and the State, in the interest of its own citizens and to prevent a recurrence of the widespread hardship of these days, should at least supervise its operations.

The governor urges a small commission of "experts appointed by the governor" with two or three members "appointed by and from the legislature" to report to the 1932 legislature "a plan for accomplishing some kind of scientific unemployment insurance."

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Board or Bored?

By GLADYS E. H. HOSMER

IT has fallen to my lot to serve at various times on a miscellaneous collection of boards and committees. The roster of them is almost ludicrous. It includes that of a well-known woman's college, of a private school, a community hospital, a village library, a model housing scheme, the local Girl Scout organization, a town Health Department, and a conglomeration of sundry women's organizations, and civic and welfare associations.

My reactions to attending their meetings have been nearly as varied as the organizations themselves. Generally speaking, I have come away from a session either with a consciousness of a morning or evening well and constructively spent, or with an impatient sense of an equal amount of time thoroughly wasted. I can identify some of the reasons why I have been glad that I have participated in certain meetings.

The first is primarily selfish, and depends on my personal interest in a subject, my desire for information about it, and the satisfaction I derive from feeling that I am in touch with current endeavor.

The second is the attraction that genuine human appeal in an object has for me. I know plenty of people, however, with an economic sense, who genuinely like the financial aspects of almost any enterprise,—the budget-making, the investing of funds and the balancing of accounts, which to many others of us are as dry as dust, though I can take pride in a hospital run efficiently at a per capita cost that is not in excess of the average for an institution of its size and facilities, or enjoy arousing community interest and support in a "drive" for funds for a cause for which I feel enthusiasm.

The reason that has the most weight with me is derived from the feeling that I am personally of some service in furthering the purposes for which we are organized. This usually means that there is subcommittee work in which I may bestir myself with whatever talent or initiative I may possess; perhaps I am given the opportunity to appear before a legislative committee, or perhaps I only stick stamps on the annual appeal. At any rate, to maintain my interest I must have something to *do*.

But there must be a genuine need for the work; it must not be something palpably invented for the occasion to sustain such interest. Most of us have gone through the discouraging experience of being asked to make a report on a survey and, having devoted as much time and gray matter as we can command to investigation and recommendation, have seen the report accepted with polite thanks and then pigeonholed, inadvertently perhaps, for it is a common failing of organizations as well as of individuals to feel that to have considered a matter at all is the equivalent of having done something about it. Have you never done your personal accounts, totaled your deficits and needless extravagances, and then relapsed into a feeling of complacency and self-righteousness, as though, by merely facing the facts, you had in some way remedied them?

Lay board members ordinarily act in a purely administrative capacity; their function is to appoint responsible professional executives and hear and pass upon their work. Women, as a rule, are too much interested in minutiae to be content to do this. Several years ago I visited a famous English hospital. In introducing myself to the matron I said that I was a member of the lay board of control of a small hospital. She promptly and emphatically remarked that she thanked Heaven that she had been spared being connected with any institution that had women on the board; that they were usually women who were failures in their homes, and were interfering and trouble-making in affairs that were none of their business! In spite of this somewhat disconcerting beginning, I feel bound to add that I enjoyed a most illuminating and thoroughly helpful visit, which ended with a gracious invitation to tea. But I know what she meant; I have seen conscientious women insist upon arguing long and seriously with harassed hospital superintendents over the relative textures and washing qualities of cotton bedspreads!

Nevertheless, it is an indubitable fact that boards that give their individual members the most to do have invariably the most regular and full attendance at meetings.

Another requirement for holding the effort and attention of some people is the capacity for development in the object or institution for which they are working. It is thrilling to take a run-down hospital that never was much anyway, and strive to bring it, against financial odds, to the point where it can be placed on the approved list. After that point has been reached, to listen month after month to the reports of a smoothly running institution,—to how many x-ray photographs have been taken, how many babies born, how many institutional deaths have occurred, and how many laboratory tests made,—leaves one cold.

THE meetings that overcome me with a sense of boredom and futility are those that present, in addition to the negative side of the aspects noted above, the discouraging spectacle of a presiding officer unfitted for his or her task. The business of the day may be so unorganized that much time is consumed in irrelevant discussion which sometimes descends to the level of mere chatty gossip, or on the other hand, the agenda may be so cut and dried that you come away with a steam-rollered sensation, wondering why you need ever be called at all to register your affirming vote. Rarely, oh rarely, does the occasion arise when you experience the exhilaration of being a conscientious objector, a vehement minority voice, fighting a losing battle, a chip breasting the current of adverse opinion!

When asked to serve as a member of any board, everyone should ask himself a series of questions:

(1) Have I time to attend meetings with regularity? In passing, may I utter a paeon of praise to those groups sensible enough to waive stated meetings when there is not sufficient business to warrant holding them.

(2) Have I time and enthusiasm enough to do my part in whatever committee or special work I may be asked to do? Nominating committees frequently indulge in the highly immoral practice of saying to prospective candidates, "Oh, do say you'll serve! You really won't have *anything* to do!"

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(3) Can I be relied upon to discharge my function with the same sense of responsibility that I would feel if I were being paid for it?

(4) Am I willing to inquire about the things that I do not think are going as they ought, at the risk of being thought disagreeable, instead of sitting through meetings like a sulking clam and then "crabbing" when I get outside, to whomever will listen?

(5) Am I willing to take enough trouble, especially if public funds or funds derived from public contributions are being administered, to acquaint myself with the executive personnel and the administrative methods employed, and the evidences of results obtained?

(6) Is the organization with which I am allying myself filling a real need, or is it duplicating efforts otherwise made? Certain volunteer organizations have done magnificent pioneer work in trail-blazing for later public effort; witness the kindergartens of the country. I know of an organization founded a long time ago for the purpose of fostering the higher education of women; today its members perpetuate a long and pleasant association by devoting their funds and emergencies to an object far removed from their original aim. It is an asset to know when your job is finished. The smoothness of the demobilization of most of our war-time emergency bodies was admirable. I was personally as ardent a suffragist as ever spoke from a soapbox, but I am wholly out of sympathy with women's parties and leagues of women voters, for like the majority of us, I considered our work accomplished when we had wiped out the barrier of sex distinction.

(7) Can I accept and adjust to changes and innovations and the pruning and grafting that must necessarily take place in any live body, gracefully, and with good-natured tolerance for the opinions of others? Continuity of purpose and effort should be maintained, but never at the price of stagnation.

I sometimes have my depressed moments when I feel that in this over-organized present day so much effort and energy is expended in the mere machinery of organization, that the sum of accomplishment is hardly worth while, and I recollect with heartfelt sympathy the remark of the once well-known cartoon character, Rolls-Rosie: "Why does Father bother to go to town to sit on a Board, when there are so many more comfortable chairs at home?"

Mothers and Children Last

CONGRESS closed without including in its millions of appropriations a red cent for the continuance of the work that the Children's Bureau used to do under the Sheppard-Towner Act for maternity and infancy. For two years that program has limped along without federal aid, while bills slumbered in committees and legislators promised and forgot. Nineteen of the richer states had managed to appropriate funds for maternity and infancy work equal to the earlier joint grants of federal and state governments. Twenty-six states had been unable to do so. In the face of greater need than before during the current depression of both industry and agriculture, state programs this year will have to be cut still further. Michigan, for example, faces a cut of $126,000 in its health services, in which the state's work for mothers and children will have to share.

FIRST as to Congressional responsibility. On January 10 by a vote of 56 to 10, the Senate passed the Jones bill to restore to the Bureau the appropriation under which the maternity and infancy work had formerly been done (see The Survey, February 15, page 544). It shouted down an amendment to limit authorization for the appropriation to five years. The measure went to the House, which speedily set a hearing for January 20-22, the first hearing to be held on this subject in two years.

But in the House was the Jones-Cooper bill (see The Survey, January 15, page 423) which proposed a five-year appropriation of $1,000,000 to the Children's Bureau to be matched by the states for maternity and infancy work, and added authorization for appropriations to be continued indefinitely for the development of general local health services, the whole to be administered by a Federal Health Coordinating Board with the surgeon-general in the position of chairman.

This was the bill that went back to the Senate, with the five-year limitation of the grant to the Children's Bureau amended out. The amended bill still carried the wholly new features of the county health work, and the centering of administration under the direction of the surgeon-general of the U. S. Public Health Service. It found the Senate in the final hectic throes at the end of the session. In common with other progressive social measures it ran afoul of Senator Thomas' filibuster on oil legislation and did not come to a vote.

The Senate had passed one bill to continue work for mothers and children. The House had passed another, continuing this and something else. Neither became law and the whole matter dropped by default.

The point at which the administration enters this picture is through the repeated announcement purporting to come from official sources, that this Jones-Cooper bill was the only bill on this subject which Mr. Hoover would sign. In a message to Congress in February 1930 he had committed himself strongly to the principles the Jones-Cooper bill embodied: continuance of the grant to the Children's Bureau for a limited period, and correlation with the work of the Public Health Service for the establishment of permanent local health units. Secretary Wilbur has been energetic in his support of a program of generalized health service under the Public Health Service, rather than specialized work through the Children's Bureau. With one amendment, the Jones-Cooper bill was acceptable to the Children's Bureau, which was anxious to have the work go on in some way (see The Survey, January 15). Years of educational work on the part of the twelve national organizations which sponsored the principles of the Jones bill has brought a certain understanding of them, even in Congress. The result of the attempt to ride in an administration policy for governmental reorganization on the shoulders of an appropriation for the welfare of women and children, means that in one of the most trying years in American history that government will do nothing at all to cooperate with the states—and this in a year when President and Secretary of the Interior have marshalled the social workers and medical services of the country at the White House Conference to lay down a great program of advance in the nurture of child life.

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The Illinois Prison Riots

By WINTHROP D. LANE

IN 1785 Jeremy Bentham started, by way of Italy and Constantinople, on a visit to his brother, Samuel Bentham, an architect, who had been engaged to build a prison in Russia. The two brothers collaborated, and presently an English friend of Jeremy's was receiving letters entitled "Panopticon, or the Inspection House." These letters gave the plans for a prison, and Jeremy was very proud of them. He thought his prison the last word in modern architecture, and he believed that it expressed the spirit of penal reform already made famous by Beccaria of Italy.

Then the great English philosopher and jurist tried to get countries to build panopticons. One after another they refused. Everywhere these novel and original plans were rejected. Bentham's idea was to put all the cells on the circumference of a circle—to have a circular cell house (like a railroad round house), with the men living in little rooms or cells just inside the outside wall, so that the cells would form a perfect circle around the center of this area. The cells, of course, faced inward—and an inspector or guard in the center could see directly into every cell in the place. If the right proportions were used, he could even see into every corner of every cell. Now build a shelter, or little house, for the guard in the center and you have a perfect prison. The men are in cells around the outside of the circle, from which they cannot escape, and the guard (protected himself) can keep a deadly eye on each movement of every man. No man can cross his legs without being observed. Day in and day out, for weeks and months, he is under the direct gaze of a keeper. The possible effect of this upon morale was hardly considered—just as if the prisoners were gold fish. What arrangement could be better for supervision—and the repression of all normal impulses?

But governmental authorities somehow seemed to be stubborn, and panopticons were not built. Efforts were made to induce both Ireland and France to build panopticons, without avail. England considered the idea for a long while and finally rejected it. In 1811 a committee reported adversely upon it in New York. Not even in Russia was a prison of this design ever constructed, for just then war broke out between Russia and Turkey, and interest in prisons went down. Mr. Bentham's plans were laid aside by history.

In 1916-23 Illinois built a prison in accordance with Jeremy Bentham's plans. There it stands today, four miles from the old prison at Joliet—at a place called Stateville.

Two weeks ago uproar seized this institution. One of the worst prison riots in recent history occurred. Newspapers carried the story, so details need not be repeated here. A bloody outbreak at the old prison (Joliet) a few days before had thrown the prisoners at Stateville into a ferment. Setting fire to the factory buildings outside their cell blocks, they caused damage estimated at $400,000. Three companies of the national guard, 150 state highway police and others were rushed to quell them. Three prisoners were shot.

It would be too much to accuse Jeremy Bentham of responsibility for the Stateville riot. It would be too much to say that the trouble was caused by the peculiar construction of the Stateville prison. On the other hand, the animosity of the prisoners at both prisons seems to have been directed against the parole practices of the state. This is strange, for a committee headed by Andrew A. Bruce, of Northwestern University Law School, carefully studied the parole system of Illinois three years ago and made excellent suggestions; it was beginning to be understood that the parole procedure of the state was good. Nevertheless, there is no gainsaying the testimony of prisoners that their object was to make a demonstration against discriminatory and unfair parole practices. "We want a new parole board," they said. Whether a new parole board is the desired thing, or the repeal of legislation interfering with the equitable operation of the parole system, or the elimination of politics from parole decisions, or all of these things, will probably come out in the legislative investigation that is now under way. Anyway, the prisoners have won their fight in so far as directing attention to Illinois's parole procedure is concerned.

IT would be interesting also if they could direct the attention of the citizens of Illinois to the panopticon. A few further words about that. Illinois does nothing by halves—at least she did not build the panopticon by halves. With sixty-seven acres on which to build, she planned eight panopticons—that is, eight circular cell blocks of the description already given, all to be inside the main wall of the enclosure. Money or enthusiasm ran out, and only four of these were finished.

But Illinois could improve on Jeremy Bentham. She did so in several ways. In the first place, she built cells that are modern and convenient and of good size. Each cell has excellent plumbing and the inmate can control the ventilation. Each cell has a window and the construction is such that a high standard of sanitation can be maintained.

Invention and ingenuity did not stop there, however. You recall that the guard is placed in the direct center of the circle and can observe the movements of all prisoners all of the time. Illinois did not just build a small shelter or compartment at that spot for the guard to occupy; she built a fort. The fort has to be high, for the cells at the circumference are four tiers high, and so the guard had to be up in the air. He occupies a fortified tower, accessible only by a staircase on the inside. From this tower run underground passages, along which extra guards and guns can be rushed to him in case of need. Nor is that all: by dexterous machinery within hand's reach he can raise bullet-proof barricades between himself and the prisoners; that is, he can quickly run up a metal shield or screen to protect himself. By such means does Illinois keep abreast with modern penology.

"The Panopticon can be regarded in no other light than as one of the curiosities of prison history," wrote Frederick Howard Wines thirty-five years ago. He reckoned without the wealthiest state in the middle-west. Will destruction and bloodshed call attention to Illinois's effort to catch up with Jeremy Bentham?

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Baby Bandit

By WILLIAM A. McGRATH

AN eight-column head in the morning paper blazoned the exploits of Johnny Brogan, the Baby Bandit. Below was Johnny, in three columns, perched on the table at the police station, freckled, undersized, game and happy. Two hours later at the Juvenile Detention Home I found Johnny, still full of bravado but beginning to be slightly bored. No audience here as at the police station where officers, reporters, photographers and hangers-on had crashed the gate for a glimpse of the day's latest sensation.

The Detention Home was different—grey dull walls and serious people who asked dumb questions, insisted on his doing silly things with wooden blocks and queer pictures and gave him no chance to show how game he was. Johnny missed his public.

And the dumb questions had so little to do with Johnny! What was it to him for instance that his father and mother had come to New York as young immigrants, had met and married at a dance hall, and then gone west where work was more plentiful! With increasing boredom Johnny sketched in the little house where he and the eight other little Brogans were born in rapid succession. He had a vivid memory of the constant lack of money and the constant quarreling about it. Then came the Old Man's fight with his union, and after that there was no money to scrap over and soon no little house. But always there was the drink.

So Johnny just got sore and quit. He brightened visibly as his story became more personal. He already had his gang, see, the Capone Mob, and with the escape from home he was able to do big things with it. Six of them, baby bandits of twelve and thirteen, set up a really classy headquarters in a vacant apartment—no rat-hole dump or cellar for them, not on your life. All sorts of built-in contrivances with food filched from delicatessen stores and pushcarts contributed to an existence more comfortable than Leader Brogan and his mates had ever known. A considerate utility company had even left a telephone book from which they could pick names and addresses for their next jobs.

The first step in a job was to send a delegate to ring the doorbell. If the ring was answered the delegate tried to sell a subscription to the Daily Bulletin to help him through school. If it wasn't answered it was clear that the owners were absent and the mob then descended in force. Skilful use of the jimmie and they were all inside, ransacking and rollicking, picking up knickknacks and all sorts of odds and ends, usually ending with a grand rough-house. Johnny's eyes shone with remembered excitement as he recounted the long list of successful getaways—then hardened as he cursed the dumbbell who had tried to sell loot to a plain-clothes man, who had squealed when arrested. Johnny had trained him better than that and the defection seriously irked him.

Courtesy National Probation Association

Parents with discipline in their eye claimed the other Baby Bandits from the police, but Johnny, the leader, had to face the music.

At first it was grand. For two joyous days Johnny journeyed about the city with police officers identifying the houses he had robbed. Police officers were regular fellows. They laughed when you cussed. Geze, it was funny to see the people jump out of the way of the high-powered police car as it charged through the streets! Johnny grinned tolerantly before the rage of his victims. Do you wonder that life in the Detention Home, where he wasn't even allowed to see the newspapers, was a deadly bore?

WELL, we got to work on Johnny. Psychiatrist, psychologist, doctor, social worker and probation officer all reported complete physical, mental, and social examinations. Then came the case conference—rebuild the family, provide a wholesome recreational program, correct physical defects, change the school—and presently Johnny was returned to his parents.

In two weeks he was back in the Detention Home charged with organizing another gang and launching another series of burglaries. More case conferences, shot through with unwillingness to recognize limitations in molding human actions. Then another court hearing for Johnny and this time a foster-home placement. Then silence.

Two years and we find Johnny marching down the aisle of the parish church, blue suit, white shirt, hands clasped to receive the sacraments. Brogan the father has squared his fight with the union and is at work and off drink. The fights at home are now just normal and healthy—a 75 per cent improvement in home conditions and a 98 per cent improvement in Johnny.

What happened in those two years to change Johnny? Where did our case-conference decisions come in? It's hard to tell. One worker and another went away or changed jobs. Their successors found heavy case loads and problems more pressing than those of the quiescent Brogans. What measure or combination of measures was effective in influencing the change? How is the change in personality, behavior and family life measured? Have we any testing methods, or do people just naturally change?

The Brogans give the credit to St. Therese, the Little Flower.

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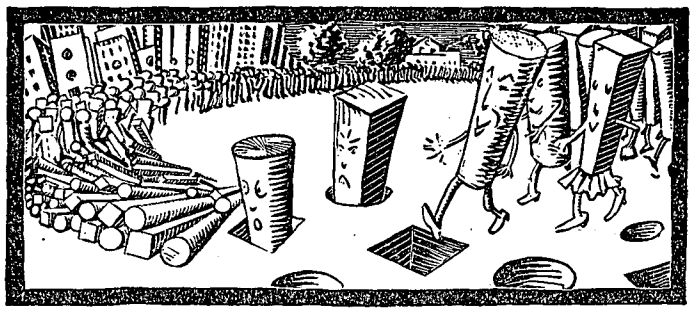

SOCIAL PRACTICE

Organized from Within

THE group of public-welfare officials who came together in Boston last June and agreed that they needed an organization of their own, will, as the American Association of Public Welfare Officials, hold their first annual meeting in June in connection with the National Conference in Minneapolis. The continuing expansion of public-welfare work, federal, state, county and municipal, requires, the new Association believes, an active body to promote better understanding of public-welfare work, to develop standards of legislation and administrative practice, and to standardize and define positions that require professional training. Three committees will submit reports for discussion at Minneapolis. They will be concerned with developing and protecting professional standards, with reports and statistics and with uniform settlement laws and interstate problems. Leroy A. Halbert, director of state institutions of Rhode Island, is the president of the Association, and Marietta Stevenson of the United States Children's Bureau is the secretary.

The Years Bring Changes

THE Children's Aid Society of New York, a veteran in its field, has turned over a new page in its history. For seventy-eight years the Society has placed children in free homes and for adoption all over the country. More than thirty thousand children have been so placed, great numbers of them in the Middle West. Three years ago when Owen R. Lovejoy came to the Society as executive director the policy was drastically changed. Children were taken only from the metropolitan district and placements in distant states were entirely discontinued. The Society has now modified its policy further and has organized all its placement work into a Department of Foster Home Care under the direction of Helen D. Cole. This department, under another name and on a small scale, has been in existence for seven years. It has now been expanded to a capacity of a thousand children with a staff of fifty workers. An executive board will determine policies and a committee of laymen and social workers, headed by Henry W. Thurston, will function in an advisory capacity.

Case Work Shifts Its Load

HARD pressed by the emergency conditions of the past winter, family societies here and there over the country have adopted expedients for protecting their standards of regular work while meeting the enormous responsibilities that the unemployment situation has thrust upon them. Methods have been developed by trial and error, but procedures have been carefully watched with the hope that permanent values may emerge. Philadelphia has endeavored to separate emergency calls entirely from the regular responsibilities of the Family Society. Eight emergency offices are operating, staffed largely with workers from the Society, where simplified record forms and simplified procedures are used with no effort to treat all applicants with case-work methodology. Meantime the Society carries on its regular case work, a heavy load, in its various districts.

The Charity Organization Society of New York has an emergency application bureau which handles all unemployment cases on a disaster relief basis with special record forms and with efforts limited to immediate difficulties. If unusual problems are revealed by the first interview or by the single routine home visit the client is referred to the district office for regular case-work treatment. The Jewish Social Service Association of New York has set up a special office in the Bronx for handling unemployment applications on a modified case-work basis. When problems other than unemployment show themselves the applicant is offered the additional case-work service of the Association and decides for himself whether or not he will accept it.

In Akron, Ohio, the case workers in the eight district offices of the Family Service Society conserve time and energy by working in couples. One member of the team remains in the office for interviewing, planning and record writing while her partner covers the district, visiting and keeping up contacts.

For the Blind of the World

WORLD-WIDE work for the blind, its present status and its future hopes, will be reviewed at the conference of international leaders which opens in New York on April 14. The Conference has been organized by the American Foundation for the Blind, the American Association of Instructors of the Blind and the American Association of Workers for the Blind. Representatives of thirty foreign countries will participate with France, Germany, Great Britain and Japan sending the largest delegations. The number of American delegates has been restricted in order to avoid numerical overshadowing of the foreign guests. The four-day program calls for papers and general discussion at morning sessions, visits to local agencies for the blind in the afternoons and round table gatherings in the evenings. Day-by-day topics are Education, Employment, Technical Aids and Provisions, and Social Services. At the close of the formal program the foreign delegates will be escorted on a nine-day tour to Washington, Boston and Philadelphia to visit representative institutions and agencies for the blind. On their return to New York on April 29 they will reconvene for two days to receive committee reports and to evaluate findings.

What Is a Nursery Child Made Of?

WHAT, why and, more particularly, who is the nursery child will be revealed, it is hoped, as a result of a research project recently undertaken by the National Federation of Day Nurseries. The social horizon of day nurseries has widened of late and nurseries no longer conceive their responsibility ended when they have supplied a pleasant parking place for the children of working mothers. Little by little the nursery, in furthering the interest of the child, has been obliged to go back to its family situation, and little by little questions have emerged that strike at the roots of many old established nursery policies. Should nursery service be extended to families with able-bodied fathers? Should it be given during temporary emergencies? Should it be refused for babies under a year? Should it be refused when the care of the children costs the nursery more than the mother can earn? To find the answer to these and many other questions the Na-

Courtesy Cleveland Children's Bureau

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tional Federation is making a study of the intake of a large group of the most progressive nurseries which have case workers on their staff. Each cooperating nursery is collecting comparable data on applications over a period of three months, the information covering the whole economic, social and health background of the family and its contacts with social agencies, as well as the case worker's estimate of the place of nursery service in the whole picture. The data will be collated and interpreted by Helen Hart, the Federation's research secretary.

Landlords Are Human

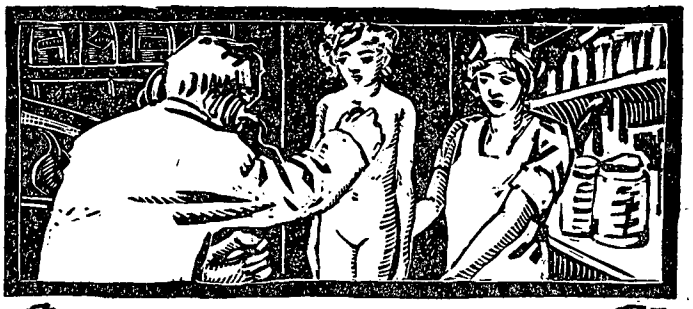
FROM being the villains of the piece the landlords of the New York tenements are beginning to take on a few aspects of heroism. With unpaid rents steadily accumulating the landlords, so the social agencies report, are showing themselves generally lenient and much more patient than in ordinary years. This patience is dictated in part perhaps by the fact that they prefer to take a chance on collecting arrears when times are better than on dispossessing the present tenants and having empty apartments on their hands. The number of eviction warrants issued in the city has risen steadily during the depression, but actual physical evictions average only about 150 a month. In many cases landlords take every legal step necessary to an eviction but stop short of putting the tenant on the street. The Mayors' Committee, which as a last resort steps in and pacifies the landlord, handled some 4800 cases in February alone. Seizure of furniture for unpaid installments is another cloud that hangs low over the tenements, but here too, while threats have been many, actual seizures have been few. An occasional harrowing tale of hardship is heard. A Henry Street nurse called on a sick child to find the three-room flat, comfortably furnished only the night before, stripped of every stick of furniture. The mattress on which the sick child lay was the only thing left.

Women Must Live

WHEN the high wave of unemployment swept over the cities last fall the first work of the rescue squads was with family men. A few women were pulled into the lifeboats of made work, but at that time their distress did not seem as general as that of the men. But as the winter wore on the plight of the women became acute and special measures had to be devised for their assistance. In many cities this has taken the form of sewing rooms, but in others it has been necessary to organize relief on a larger scale.

San Francisco started in the fall to place unemployed women as well as men in its made-work program. But when city funds dried up early in the year this was changed. Women have continued to register however and are placed in jobs as rapidly as funds are available. San Francisco is now gathering money to finance a salvage station for used clothing where women, paid $12 for a three-day week, will put the garments in order.

When New York raised its eight-million-dollar work-relief fund in November it took account only of heads of families, presumably male. Only a few hundred women, all with dependents, were placed. The unattached woman, the girl on her own, were out of luck. New York has an army of women clerical workers on whom the unemployment situation has borne heavily. Their resources exhausted, they turned to girls' work agencies for assistance. Under increasing pressure these agencies enlisted Mrs. August Belmont and other prominent women to raise a special work-relief fund of $350,000 for girls and women entirely dependent on themselves and living apart from their families. The fund is handled by the Emergency Work Bureau which places the girls in non-commercial jobs, chiefly clerical work, with a weekly wage of $18.



HEALTH

Hearts in School and at Work

IN a ten-year report of the Cardiac Vocational Service of the New York Tuberculosis and Health Association, Margaret Brown summarizes findings as to the effects of school and industry on young people with heart disease. The majority in both the school group (477 cases) and the working group (395 cases) were classified as cardiac types I or IIA, that is, as persons with organic heart disease who are able to carry on ordinary physical activity or slightly limited activity without discomfort. The school children were found to be distributed among all types of public schools and in most of the courses offered in those schools; very few were excused from the prescribed curricula and only a small number dropped behind their classes because of prolonged absence due to illness. The only trade training from which they were excluded were automobile mechanics, sheet-metal work and plumbing; among the professions they were excluded only from teaching, and that because the New York Board of Education does not grant a teacher's license to applicants with heart disease. All were excused from competitive games, but with few exceptions they were not excused from other gymnastic activities. Absence due to illness averaged 11.4 days a year. "The results indicate," the report declares, "that most children who have organic heart disease with satisfactory functional ability, are able to meet the requirements of the schools both as to curricula and physical activities" and substantiates the conclusions of earlier studies that such children do not need segregated classes. Vocational guidance can be administered adequately through the regular vocational counselors, provided that periodic medical reports are submitted by physicians or clinics and other pertinent information made available. Study of the young workers showed that these persons with heart disease were getting along satisfactorily in a wide variety of occupations; that those on jobs classed as "very light" or "light" lost only an average of 14.1 days a year from illness; and that those classed as I and IIA on the cardiac rating got along better than the rest.

Eat Your Sunshine in Bread

BREAD with sunshine in it may become an advertising slogan through an arrangement recently completed between the Wisconsin Alumni Research Foundation, the Toronto Paediatric Research Foundation and the General Baking Company. The first holds the basic patents on methods of incorporating Vitamin D in food products, while the second has evolved a means of supplying it in bread without alteration in taste or appearance. It is declared that two slices a meal of the new bread will provide the amount of Vitamin D needed, but lacking, in most diets; while two hundred slices a meal, if one wants them, will not supply too much. The General Baking Company will start making the product in Boston, and extend it as rapidly as possible to bakeries throughout the country. Though it is announced that there will be no higher price to

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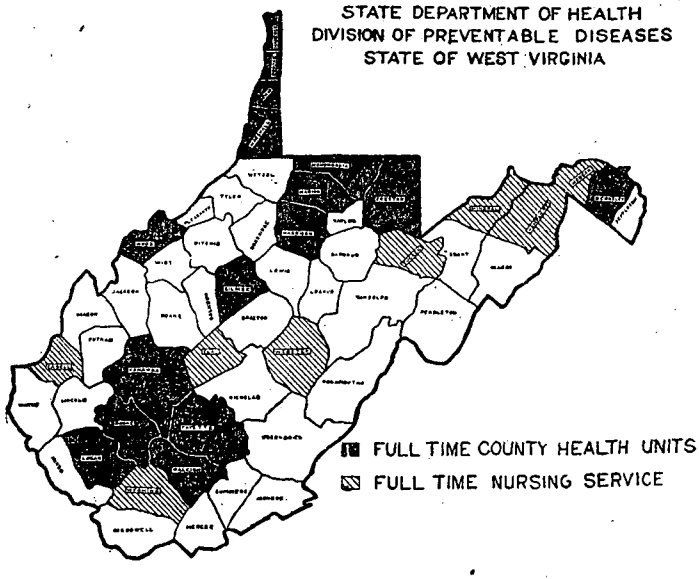
the consumer, a small royalty on each loaf, probably amounting to very large aggregate sums a year, will be paid to the two foundations, which of course are non-profit-making institutions, and will turn the money back into further research and child welfare under the terms of the agreement. Vitamin D, recognized in 1922 by Dr. E. V. McCollum at Johns Hopkins, is valuable for the construction of sound bones and teeth and the development of resistance to disease. One of its chief sources is sunlight and hence its supply is likely to be limited in smoky cities and in winter, and must be supplemented by other measures, usually cod liver oil.

Motherhood and Factory Work

A GERMAN report recently summarized by the federal Children's Bureau, considers the experience of 3000 mothers, factory workers and housewives, and 7700 children. It was found that the babies of mothers who worked in factories throughout their pregnancy were lighter in weight than those of mothers who stayed at home; and as the social and economic status of the two groups of mothers was the same, the difference was considered due to the employment of the mother. Infant mortality was nearly 25 per cent higher among the children of factory-working mothers, and especially high at the seventh week when usually the mother returns to work and stops nursing the child. Stillbirths also were more common. The investigation was made by officials of the Ministry of Labor aided by physicians and welfare workers connected with the health centers. The investigation took place in the Rhineland, where economic conditions are more favorable and infant and maternity welfare work better organized than in other parts of Germany. Other cities, the authors believe, would show even more deleterious effects of factory work on the health of mothers and children. The report concludes with a plea for an extension of the work of the health centers and better financial provision for the working mother to enable her to remain at home the last weeks of pregnancy and during a considerable part of the child's infancy.

On the County Health Front

A SILVER lining to drouth appears in the announcement by Dr. Thomas F. Abercrombie, state commissioner of health of Georgia, that three full-time health units are to be established with federal drouth relief funds. Two will comprise a group of two or three counties apiece; the third will be a flying squadron to be dispatched to parts of the state where there is no organized health work. Des Moines County, Iowa, has organized the first county health unit in that state under a new law. Under the direction of Dr. Carl F. Gordon, assistant professor of hygiene and preventive medicine at the State University of Iowa, College of Medicine, the unit will take over Red Cross and social service work and the duties of city physician, milk inspector and school nurses. It will serve also as a training school for physicians desiring instruction in public health work, and an extension department of the state university, although the classroom work will be done in Iowa City. In Michigan the Children's Fund, established by Senator James Couzens, has recently inaugurated two new four-county health units, making four units in all which cover sixteen northern counties of the lower peninsula. California now numbers its county units at fourteen, with two more probably in sight. New York's new bill for health organization is discussed elsewhere in this issue.


STATE DEPARTMENT OF HEALTH
DIVISION OF PREVENTABLE DISEASES
STATE OF WEST VIRGINIA
FULL TIME COUNTY HEALTH UNITS
FULL TIME NURSING SERVICE

Not many states, however, can come up to the showing that West Virginia presents on the accompanying map: in 1921 one county of 26,000 population with full-time health service; in 1931, sixteen counties, comprising 863,000 people or more than half the population of the state, while eight other counties have full-time public health nursing service. In the two years ending June 30, 1930, these units gave approximately 137,000 physical examinations; 39,000 treatments for venereal disease; and immunizations for typhoid fever, diphtheria, and smallpox numbering 53,000, 61,000, and 44,000 respectively, in addition, of course, to educational talks and literature, home visits, activities in controlling communicable disease and the like.

Spring Days

MAY DAY has become almost self-registering; but if you still need to know what, why and how the promotion of child health through that celebration, write the American Child Health Association, 370 Seventh Avenue, New York City.

To make Mothers' Day (May 10) of lasting concern to more than the florists, the confectioners, and the sentimentalists, the Maternity Center Association in New York (576 Madison Avenue) is organizing a nation-wide appeal for adequate maternity care for American mothers. For posters, leaflets, advertisements, publicity facts and other data, consult the Association.

Two days later, May 12, comes the annual observance of National Hospital Day, calling to mind the services and needs of the 720,000 patients in hospitals as you read this minute, the 700,000 hospital workers caring for them, and besides these, 97,000 staff physicians and 70,000 board members. A leaflet may be obtained from the American Hospital Association, 18 East Division Street, Chicago, Ill.

The V.N. Teaches the Student

THE Visiting Nurse Association of Brooklyn, N. Y., which has one of the longest visiting-nurse histories in the country to its credit, has formed a "pediatric affiliation" with two of the hospitals in the city to supplement their training of student nurses in the care of children. At the present time the hospital experience alone is not sufficient to meet the requirements of the New York State Department of Education. The Association gives a six weeks' course to groups of fourteen students at a time, consisting of about eight days of observation in the homes with staff nurses, classes and demonstrations in the care of sick children in the home, and health supervision of infants and preschool children. Time is given for reference reading and for excursions to various health agencies interested in work with children. The remaining time is given to actual field experience and to case study of family health problems.

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COMMUNITIES

Washington's Chest Expansion

PRECEDENTS went overboard when the Community Chest of Washington, D. C., organized its 1931 campaign. For the first time the public schools and the government departments and offices—this last by special dispensation from President Hoover—were opened for organized solicitation. The schools alone, where solicitation was carried through by the Parent-Teacher Associations, yielded $15,719, while federal employes, who organized their own solicitation, contributed $536,986, topping their original quota by $187,000. The government unit produced 62,842 individual subscribers. At the last minute, just as the Chest was on the brink of its campaign, it tacked on an additional $100,000 to cover the District of Columbia quota for Red Cross drought relief, thus raising its goal to $1,950,154. The campaign ended with total subscriptions of $2,003,000, an increase of 27 per cent over 1930. The number of givers increased from 68,000 in 1930 to 118,655, a gain of more than 70 per cent.

"The campaign," says Elwood Street, director of the Chest, "had many features of organization not previously used. Its fundamental points were the participation of all groups in the community; detailed organization down to the last business establishment, office and residential block, and convenient arrangements for installment payments through the banks of the District—all this backed up by pressure on the community sense of responsibility for meeting the social situation caused by economic depression."

Indian Progress

UNDER the title of Progress in Indian Affairs, Matthew K. Sniffin, secretary of the long-established Indian Rights Association, has issued what might be called an interim appraisal of the first twenty months of the administration of the Bureau of Indian Affairs by Commissioner Charles J. Rhoads and Associate Commissioner J. Henry Scattergood. Enthusiastic friends of the Indians have often forgotten that a bureaucratic organization cannot be changed overnight into an agency of quick reform, and that the Indians themselves cannot traverse in one generation the trail that has taken white men centuries. Messrs. Rhoads and Scattergood have had to work out their changes one at a time, beginning where need was greatest. Using the Meriam Survey, conducted by the Institute for Government Research, as a measuring-rod, Mr. Sniffin points out that they began with the things which had to do with the Indians as backward and underprivileged humans—poor, sick, untrained. Their reorganization of education under W. Carson Ryan, Jr., formerly professor of education at Swarthmore College, will be described by Mr. Meriam in a later issue of The Survey. Ten hospitals have been built, rebuilt or begun and six more will be added next year. There are now 144 full-time physicians, 350 hospital and field nurses, and one of the notable results is the breaking down of the fear which has kept Indians from going to a hospital "even though desperately ill." There has been a 25 per cent turn-over of personnel, with retirements under the new retirement act, promotion from the ranks, new appointments under civil service rules and the appointment of a personnel officer, Robert T. Lansdale, a graduate of the New York School of Social Work. Administrative procedure has been simplified; it is no longer necessary for Washington to pass on every request by an Indian to draw his own money out of the agency fund and the men who write letters can sign and mail them instead of sending them to the Bureau for the official signature of the commissioner or his deputy.

Most outstanding achievement of all is the new appropriation which will go into effect on July 1—$28,184,596 against the former $14,991,485 (1928), or almost exactly the doubled appropriation which the Meriam report recommended. This will provide 37.8 cents a day against the former 11 cents for food for each pupil; $40 a year against the former $22 for clothes.

Mr. Sniffin hopes that the commissioners "will continue in their reconstruction work until the entire Indian Service is brought to the standard set forth in the Meriam Report." The complexity of the task is seldom understood by outsiders. "These 340,541 Indians live in two hundred reservations or communities scattered over twenty-six states (mostly west of the Mississippi River), speak sixty different languages, have little or nothing in common and are affected by numerous separate treaties and laws."

Community Life in Radburn

A NEW interpretation of Radburn is suggested by the City Housing Corporation, the parent of this young but well-known infant. Radburn, they tell us, is "a town for the motor age" not only because of its unique street system—familiar to all Survey readers, but because of the active community life which has been developed during its short existence of a year and a half on the premises, whereby one can escape many of the evils of the motor age. The achievement of real community life along recreational, educational and health lines is a fact of equal importance with the physical layout of the town in the opinion of the sponsors of Radburn. In addition to opportunities for recreation provided by the ample parks and playgrounds —which are an integral feature of the city plan—a variegated program of activities has been developed in response to a spontaneous demand from the residents, by the Radburn Association (made up of officials of the City Housing Corporation and public spirited residents) in cooperation with the Citizens Association. Sixteen different activities for children and some twenty for adults are being enthusiastically participated in by the majority of residents. Basket-ball, baseball, boxing, swimming, dramatics, archery, chess matches, dancing are among the most popular. The kindergarten and nursery school are a boon to mothers and small children alike, while the public school built at at cost of $125,000 takes care of the children of elementary school age. For the grown-ups, classes in child study, cooking, dietetics, dressmaking and millinery, garden clubs, and the forum offer opportunities for education and community contacts at the same time.

In short in its infancy Radburn has learned a lesson the importance of which many older communities fail to recognize—that is, that good houses alone do not make a community, but that common interests and associations are essential. Another important principle at Radburn is that a real community cannot be too large. Today Radburn numbers one thousand inhabitants; as new areas are developed it is hoped that additional

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citizens' associations will come into being, each additional school district to constitute a neighborhood with a community program of its own.

Better Late Than Never

WHILE many cities hold official debates as to the possibilities of preserving or restoring their lost waterfronts Santa Barbara, California, has successfully settled its problem in very definite terms. The last one thousand feet of beach-front land privately owned will shortly become city property, a bond issue of $200,000 having been authorized to purchase it. This move by a five-to-one vote terminates a campaign of many years looking toward the acquisition by the city of its entire two miles of waterfront. Albeit $200,000 is more than two hundred times the amount for which a city administration of bygone days sold this same strip to private interests, yet it is not a fraction of the price many cities are paying today for comparable waterfront property. Santa Barbara is still acting in time. The moral of these last two statements is significant —and obvious. But merely to purchase the waterfront is not sufficient. Plans are therefore being made to preserve its beauty unspoiled for the automobilist who may simply look at it as he speeds by on the boulevard behind, as well as for those who desire to enjoy more actively the advantages of the sandy beach. A first step toward this end is the prohibition of hot-dog stands and other structures on the intervening property. Another lesson that might well be taken to heart by other communities.

The Amalgamated Scores Again

A NEW honor has come to the Amalgamated Dwellings at 504 Grand Street, New York City. This building in the city's most congested quarter has been awarded the annual apartment-house medal by the New York Chapter, American Institute of Architects, in competition with expensive buildings in exclusive neighborhoods. Its social significance has been widely commented on (The Survey, February 15, 1930 and March 1, 1931). Its architectural importance now takes on significance. General excellence in design and plan determined the award. The committee commended the architects and builders "for the complete elimination of meaningless ornament, and the sincerity with which they used the essential elements of the design to achieve esthetic results, and for the handling of brick-work." The many open spaces in the plan, as well as the desirable exposure achieved for every room were among other features cited by the judges. Offering as it does comfortable homes at modest rentals, the exterior beauty of a building such as this gives a new dignity to the neighborhood. At last architects are commencing to concern themselves as seriously with the tenement as with the skyscraper.

Community Trust Funds

COMMUNITY trust funds in the United States now number seventy-five with total holdings of $35,390,899. A survey recently completed by the New York Community Trust shows a steady growth in both numbers and resources. In 1930 community trust holdings increased by $3,240,000, in the past three years they have more than doubled. Five trusts now hold more than two million each. They are: New York Community Trust, $8,672,389; Chicago Community Trust $5,099,000; Boston Permanent Charity Fund $4,841,884; Cleveland Foundation $2,973,863, and the Winnipeg Foundation $2,339,237. The Buffalo Foundation has $1,992,456 while Richmond, Indianapolis and Denver have each accumulated more than a million. Distributions last year for philanthropic and educational purposes totaled $941,693, which is $138,693 over 1929.

INDUSTRY

Lawrence Again

LAWRENCE, Massachusetts, which has often been an industrial storm center, has been on the front page again the past weeks. Some of the factors underlying news accounts of a strike in three mills of the American Woolen Company are analyzed in the current issue of The Advance, organ of the Amalgamated Clothing Workers of America. The strike was a spontaneous outbreak following the company's introduction of speed-up and stretch-out methods. For the first time in many years, the Lawrence workers gained a victory, and a way seemed open for union organization. The company withdrew its efficiency experts and agreed that in future disputes it would meet with a committee of the workers to discuss terms and arrangements. With the strike well under way, however, Communist organizers appeared in Lawrence, The Advance reports, and set about "sharpening the struggle" and "deepening the issues." The list of demands presented by the "reds" put the company in the position of being attacked, instead of being the aggressor. Communist activities alienated community sympathy from the workers. When the company finally issued an ultimatum, offering the workers a chance to return to their jobs with the speed-up system eliminated but with no consideration of other demands, only 2094 out of 11,000 cast ballots, and of these four out of five voted to go back. The strike is now off but much of the initial gain has been lost. This intelligently edited trade-union organ points out that while the American Federation of Labor textile union has lacked sufficient aggressiveness, both in New England and in the South, the Communist group has also failed the textile workers because "it is primarily interested in dramatics and in the manufacture of political martyrs or tin gods . . . but not in creating functioning progressive unions."

Growing Old in Maryland

SEEKING facts in the welter of controversy as to whether or not modern industry discriminates against the older worker, J. Knox Insley, Maryland commissioner of labor, has made a study of actual practices of manufacturers, railroads, public utilities and retailers in his state. Out of 858 organizations giving information, 54 admitted that they had an age limit and 32 stated a preference for younger workers. This group of organizations admitting discrimination have on their payrolls 60,226 employes, or more than one-third of the workers employed by the 858 reporting concerns. Most of these employers had the same age limit for women as for men (45 years in most instances) but 17 had higher age limits for men than for women and 2 had higher age limits for women. To trace the change in attitude of employers toward older workers, Mr. Insley compared data from 7 stores and 79 manufacturing plants with 1920 census reports. This showed a marked trend away from the employment of children. But during the decade the percentage of men between 45 and 65 years of age employed

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had dropped from 24.4 per cent to 13.7 per cent, and of women of the same ages from 12.1 per cent to 9.3 per cent. Balancing this, a large increase in the employment in the group under 45 years of age was found.

Keeping Workers Well

HEALTH problems of workers—medical and dental—are to be canvassed at a conference on labor and health held under the auspices of the Union Health Center at the Russell Sage Foundation, New York, on April 24. The Union Health Center has since 1913 served wage-earners of Greater New York, and its director, George M. Price, M.D., has managed to keep its doors open through strikes, lockouts, and right-and-left-wing struggles within the unions that have wiped out many similar projects. The forthcoming conference will center its discussion in these topics: How can labor get good medical care? The problem of sickness among workers; The need of dental clinics; The high cost of medical and dental care; The relation of physicians and dentists in general health service. Among the speakers are Shirley Wynne, M.D., health commissioner of New York City; Frances Perkins, state industrial commissioner; Haven Emerson, M.D., professor of public health at Columbia University (College of Physicians and Surgeons); Thaddeus P. Hyatt, D.D.S., professor of preventive dentistry, New York College of Dentistry; Louis I. Harris, M.D., former health commissioner, and Dr. Price. The conference is arousing wide interest, the Union Health Center reports, among other groups interested in the problem of sickness among wage-earners. It is hoped that some publication of conference papers and discussion will make the proceedings widely available, particularly among employers, wage-earners, and social workers.

Middletown's Children

PLEADING for a maintenance of the high standard of Ohio's child labor legislation, the National Child Labor Committee has just issued a report on child labor conditions in Middletown, Youngstown and Toledo (Administration of the Child Labor Law in Ohio, by Charles E. Gibbons, assisted by Chester T. Stansbury. National Child Labor Committee, 331 Fourth Avenue, New York. Price 25 cents). Under the Ohio law, children between 14 and 16 years of age may not leave school for employment, and children between 16 and 18 may not do so unless they have finished the seventh grade. Carefully regulated exceptions are made for highschool graduates, children mentally incapable of profiting by further schooling, and other special groups. The recent inquiry is one of a series into school problems in Ohio being conducted by an educational research group working under the chairmanship of W. W. Charters, director of the Bureau of Educational Research of Ohio State University. The study of the three cities included 3710 children between the ages of 14 and 17 who were out of school for employment. Economic reasons were given as the cause of leaving school by over half the working children. Almost three-fourths were engaged in domestic service, factory work, selling goods, delivery or messenger work. Less than 8 per cent were apprentices or helpers in skilled trades or professions. The median weekly wage was $9.85 for girls and $12.89 for boys. Thirty-six per cent of the children received less than $10 a week. The chief recommendation made by the National Child Labor Committee, on the basis of this study, is that those interested in maintaining the present high compulsory attendance and child labor standards of Ohio "concentrate their main efforts upon the securing of an adequate and well-equipped state supervisory staff for the continuing interpretation of the law and of its operation."

Drawing by B. F. Dolbin

Colorado Coal in Hard Times

HOW cooperation between unions and management in Colorado Coal has brought one company through the past year with more gains than losses is told in a recent statement issued by the Rocky Mountain Fuel Company of Denver. Josephine Roche, a former social worker, is president of the company, which is the second largest producer in the state. When she came into control of the company, on her father's death, she immediately put into effect so broad a program of "square dealing" with the workers that her competitors prophesied her early failure (see The Survey, September 15, 1928, page 341). The company's 1930 experience indicates that its enlightened labor policies have helped pay dividends through the slump. Due to the business depression and the open winter which reduced fuel needs, Colorado's state coal tonnage last year was 17.5 per cent under that of 1929. The Rocky Mountain Fuel Company's production suffered a decline of less than 13 per cent. But despite the fact that lowered production usually means increased costs, the company's 1930 production cost was exactly the same as in 1929. In 1929, the first year the union contract was in effect, costs were cut 19 cents a ton below the costs of the previous year. The company's efficiency in production has increased 1.22 tons per man per day in the two years the contract has been in operation. Last year the company's production of 6.49 tons per man per day was 1.79 tons above the state average of 4.7. Accidents were reduced from 145 to 129 in 1930, with not a single fatality. The workers' average annual earnings were $1770 in 1930, as compared with $2104 the year before. This was due in part to the reduction in the number of working days, in part to the higher average number of men employed, a policy adopted at the suggestion of the unions.

Courtesy American Assn. for Labor Legislation

Unemployment Benefits in Brooklyn

CONSTRUCTIVE efforts made by two Brooklyn firms to stabilize employment and provide for employes suffering from "slump" conditions have been recognized by special praise from the Welfare Council of New York, a federation of 1200 welfare agencies. Hills Brothers, packers of Dromedary dates, has inaugurated a dismissal wage system to take care of employes who are laid off for lack of work. The bonus is figured on the basis of one day's pay for one month's service, with one week's wage as a minimum.

The Brooklyn plant of Hills Brothers has about four hundred workers, half of them women. The average dismissal wage is about $25, though one man has received over $170.

The Ullman Manufacturing Company, photo-engravers and art publishers, is paying all employes laid off because of the depression one-half their weekly wages, provided they report each day at the City Free Employment Bureau and ask for work. The plan was adopted as a form of voluntary unemployment insurance, after consultation with economists and social workers. The Ullman company employs about two hundred men.

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EDUCATION

Where School and College Meet

LOOKING toward a real clean-up of that increasingly cluttered and muddy stretch between elementary and higher education, the progressive Education Association has set up a committee to make a thorough-going study of what is wrong with the secondary schools and what needs to be done about them, and to organize a national conference to consider its findings. In the announcement of the project it is pointed out that both in this country and abroad it has been found almost impossible to apply "new" education principles and practices to preparatory school conditions, since the highschools are dominated by college entrance requirements. "As a result there are no truly progressive secondary schools, in spite of many attempts to create them." The new committee will try to determine what changes must be made in secondary school and college curricula and methods to give the student a higher educational experience suited to individual needs and abilities —that is, to carry over the "experimental" approach from the elementary schools, where it has been successful, to the secondary schools, where it has not yet been applied. The committee is made up of both secondary and college representatives, with teachers and administrators from both groups. Wilford M. Aiken, director of the John Burroughs School, St. Louis County, Missouri, is chairman.

Learning About Living

VASSAR'S announcement of a Summer Institute of Eugenics for 1931 is a fresh reminder of the need of all of us, and particularly teachers and parents (male and female), to consider "the application of science and art to the betterment of living" and what it makes possible for us and for our jobs. The Institute, first organized in 1926, "to supplement the usual undergraduate liberal arts curriculum by helping college graduates . . . toward the solution of some of the problems that confront them in present-day living," has become an annual affair. As in other years, the 1931 Institute, to be held June 24 to August 5 on the Vassar campus near Poughkeepsie, N. Y., will offer courses of instruction, and will include a nursery school and a school for little children. The two schools take care of the children of parents attending the Institute and also provide demonstration centers. This year's courses will be arranged in four groups, child psychology and experimental education, mental hygiene, interior decoration and household techniques, and problems of the modern family.

A Way Out

ADULT education as a solution for individual difficulties, as a way of reducing the severity of unemployment crises, and as the surest means of bringing a measure of social good out of the current depression, has been frequently suggested in recent months. A few communities have experimented with classes for unemployed wage-earners, offering common school subjects or supplementary vocational training. So far no one has been able to formulate a clear statement of the possibilities open to the adult education group in this field, nor of the specific problems that should be met. The American Association for Adult Education has come forward with a pamphlet of some sixty pages in which sixteen economists, educators and others join in a symposium "on certain problems of re-education arising from permanent lay-off—the displacement of men and women in industry through the introduction of machinery and other labor-saving devices, sometimes known as technological unemployment" (American Association for Adult Education, 60 East 42 Street, New York. Price, 50 cents). Here is a constructive effort to break down the problem and to examine a single phase of unemployment, one that will continue beyond the present industrial sag, in relation to adult education. Part of the material here presented grew out of a conference called by the association in late December. Some of the conference discussion is included. Among the topics considered are occupational obsolescence, machinery versus trade skill, state responsibility, university extension facilities, education as a remedial factor. The Association hopes that the conference and this publication growing out of it may lead to research along this fence-line between industry and education and also to actual experimentation initiated and carried forward by industry and by community agencies.

Trying It on the Indians

BLACKFEET Indians on their reservation near Browning, Montana, are joining with the Indian Bureau and the local school officials in an "illiteracy clinic." Using texts specially prepared under the auspices of the National Advisory Committee on Illiteracy, Chief Bird-Rattler, Mary-Wade-In-the-Waters, Fish-Wolf-Rose and their fellow tribesmen who are unable to read or write in any language are going to find out how much adult illiterate Indians can learn in two weeks under specially trained teachers. The seventy-two lessons of their text-book are intended to teach them to read The Blackfeet News, which will be published during the "clinic." The hope is to prove that for any "normal" adult illiterate, elementary education is not a long and painful process, and that acquiring usable skill in reading and writing together with "a touch of arithmetic" is a matter of weeks or even days, rather than of months. If these Indians pass their tests, they will receive certificates on the last day of school, which is to end with a great feast for the two hundred "clinic" subjects and their teachers. The "clinic" is part of the broadened educational program of the Indian Bureau.

Rich Man, Poor Man—

DETROIT public school teachers face the possibility of a "deferred schedule" of salary increases for 1931-32 because of the drain on city funds for unemployment relief. The schedule now in effect in Detroit was adopted by the Board of Education in 1920. A special committee appointed by the mayor to consider the matter and advise him, has inquired of school authorities in ten cities: "Do you contemplate suspending the regular salary schedule increases of teachers for the coming school year?" Eight school boards have replied in the negative.

Courtesy Better Health

From New Hampshire comes word of a school finance situation of another sort. In that state

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villages are required by law to collect $3.50 for each $1000 of tax-assessed property within their areas for school purposes. A community with more real estate than children must turn over surplus school money to the State Department of Education. Few rural communities want to do this and use their funds to supply school facilities that rival those of large and wealthy cities. The "backwoods" school of Crawford Notch, for example, rarely has more than a half dozen pupils. Big lumber firms in the neighborhood however have large taxable holdings. The Crawford Notch children therefore enjoy a small but ultra-modern school building, equipped with a fine electric lighting plant, heating system, radio and motion picture machine. Their teacher is one whose salary was considered too high by public school authorities in a large New England city.

Buffalo Takes Stock

OF first-hand importance to all Americans who are interested in public education and in the wise management of the funds devoted to that purpose is the recently published Report of the Buffalo School Survey (Price, $5.00, postpaid of The Survey). The survey, made on the invitation of the Board of Education, was organized and directed by the Buffalo Municipal Research Bureau. It is published in two separate volumes, one on the educational aspects of the Buffalo school system, one on the business administration. The educational survey was made by experts of the U. S. Office of Education. The second, by the staff of the Municipal Research Bureau. On the educational side, the survey indicates the need for applying to the local situation many of the viewpoints and methods of progressive education. For instance, the report underscores the need for "courses of study . . . based upon studies of . . . children's social and physical as well as intellectual needs and upon their interests and different levels of ability;" further, "That greater emphasis be placed on helping children to learn and less on teaching children."

On the administrative side the survey assumes that the board of education as the trustee of the taxpayers is bound by the same moral obligation as rests on all trustees, to obtain for their money the utmost which efficient and economical administration can obtain.

From this viewpoint, the report shows why a thorough reorganization of the business administration of Buffalo's schools is called for and points out how large economies can be made.

A Mirror for Teacher

HOW a group of progressive school teachers who had just seen their pupils run the gauntlet of the annual psychological tests set about devising and using a mirror that would reflect their own "maturity or immaturity, our habits and attitudes, our sympathetic understanding or lack of it, as well as our ability as teachers of subject matter," is told in the current issue of Progressive Education. The writer, Bess B. Lane, is director of the elementary department of the Tower Hill School, Wilmington, Delaware. The teachers made their own rating-scale, with sections on personal characteristics, emotional and mental characteristics, ability as a teacher, ability as a teacher of subject matter, teaching the skills. Each teacher was given a copy of the scale with the suggestion that she mark herself on a low-average-high basis and then discuss the result with at least one other person who is familiar with her work —a fellow-teacher, supervisor or head master. "As was to be expected," Miss Lane points out, "the result of our undertaking is incomplete and inadequate. The qualities of the spirit, so invaluable in good teaching, are not now and never will be measurable." She adds, "Through our attempt to state in words our common aims, we were able to devise a platform, as it were, to which we could all subscribe and which temporarily at least represents our philosophy of education."

WORK SHOP

As a Volunteer Sees It

By CORNELIA CURTIS

THE usefulness of a volunteer in social work depends upon the way her organization handles her. Whether or not she sticks to her job and brings in other volunteers and financial backing, depends on the policies of the organization towards its volunteers.

Jane, let us say, has been to a good school, and perhaps college. She has had a chance to realize that there are some things she can do and do well. Perhaps she shone at her studies, or she was a good basketball captain, or perhaps she just was a good mixer, able to get on well with the other girls. After graduation she may have married and found that housekeeping and seeing her husband only in the evening leaves her with a lot of leisure. Or she may not have married, but may still live at home, where her parents do all the housekeeping and she even has her evenings at her disposal. She has lots of leisure. She has learned to have a certain amount of self-respect and self-confidence. In order to keep that she wants to work, during her leisure, at something that is really worth while.

If she has been to college she may have heard one of Clare M. Tousley's lectures on social work, or taken courses in sociology, or she may have taken Miss Tousley's course, Behind City Skyscrapers, at the Junior League, or through friends she may have heard about the work of a certain hospital or agency. So she decides she will try to become a volunteer in social work. Because I am most familiar with the work of the New York Charity Organization Society let us have Jane decide to make her application there.

To go to her application interview, Jane carefully puts on her second-best suit of clothes, as she does not want any clients who may be sitting in the office to be depressed by her appearance of comparative affluence. She talks to the executive officer, who is also chairman of volunteers. It is extremely important that an organization should have an intelligent, experienced person to interview those would-be volunteers. For if a girl drifts into a busy office and is handed from one person to another, then told to come back next week, she is apt to feel that the organization has no definite place for volunteers on its staff.

Therefore she does not see how she could be of any particular use to that organization. During her first interview she is asked for references. This pleases her. "This organization," she thinks, "will not take everyone and anyone. It selects." She is told that she will be taken on only if she gives a definite amount of time each week and that the type of work she will do will depend on the amount of time she can give. Jane likes this because she sees that if the organization takes her on its staff it expects to depend on her and to give her some real work to do.

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After an intensive interview and when the references come in, the chairman on volunteers, a very astute person, has a pretty clear idea of what the girl is like. If she is a temporary enthusiast who blows hot and cold and has never shown any ability at anything, the chairman should drop her then and there. The most the chairman could possibly do would be to interest the girl in the work of the society enough to become one of its contributors.

If the chairman decides that Jane would really be valuable as a worker, she gives her the schedule of courses for volunteers. At the same time she places her at some simple job in the organization and makes her responsible to a designated supervisor.

The first day Jane goes to work she feels very scared. In the office all the workers are busy and seem to understand everything, while she knows very little about anything. She meets her office supervisor who is expecting her and who seems very glad to see her. A volunteer does not like to be under the supervision of one of the heads of the office. This makes her feel that she is taking the time of someone who is vitally important to the work of the entire office staff. She prefers being under a member of the staff, as then she is only affecting the work of one person on the staff.

JANE'S first job is explained to her and she gets to work. If the supervisor is impressed by Jane's capabilities, she remembers to appeal to her ambition. She shows her the next step ahead to a more difficult job and gives her a feeling that she can even develop a career in volunteer work. This is very important in keeping a girl in an organization. Not only should she see how her own job fits into the pattern of work as a whole but she should also see how she can learn to contribute more extensively to the functioning of the organization. In this way Jane feels that she has contributed some really useful services. Once she has felt that, then and then only, should the job of publicity and money raising be offered her as a side line to her other work.

Benjamin Franklin had an antagonist who opposed his every move. One day Franklin hit on the scheme of writing the man to ask for the loan of a rare book. He posted the letter and waited. Presently the book was delivered to him enclosing a kindly note. Thereafter its sender ceased opposing Franklin and became his friend instead. After telling this story in his autobiography Franklin concludes, "He that has once done you a kindness will be more ready to do you another, than he whom you yourself have obliged."

In the same way, once a volunteer feels she has effectively served an organization she will be more ready to go on to another step, that of publicity and money-raising. However the process cannot be reversed. Jane volunteering to work and finding that she is merely being used for contacts and financial support, will be apt to feel very antagonistic towards the whole organization and will not give financial support or urge others to do so.

What are the main policies which made Jane really useful to an organization? A volunteer should be given a businesslike interview at the time of her application by a trained executive. If she seems to qualify as a worthwhile person she should be put under the supervision of one of the staff. She should be allowed to see how her job contributes to the work as a whole. She should be guided towards the goal of ever increasing usefulness to the organization through her training and experience and her own personal development. She should be offered close contact with the professional staff so that she may catch some of their enthusiasm and be carried on by it to a full development of her capabilities.

Say It with Movies

By WILLIAM N. CHEW

FOR several years the motion picture has been successfully used as an important part of the educational program carried on by the Philadelphia Health Council and Tuberculosis Committee. The material given here is based on their program and is offered in the hope that it may be helpful to others working in the same field.

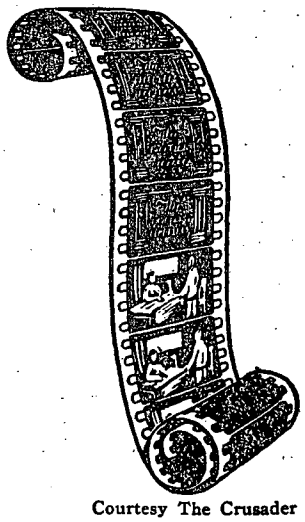
In selecting an audience, find out what ready-made audiences already exist. This will include public, private and denominational schools, churches and church clubs, service organizations such as Rotary, Lion and Kiwanis Clubs, labor groups, settlements and their component groups, professional organizations, women's clubs, parent-teacher groups and others. All of these types of ready-made audiences have been approached in the course of our work and we have found most of them very responsive.

In dealing with the public and parochial schools we work directly through the office of the Board of Education and the diocesan superintendent of schools. With private schools we have found that letters to the principals with the list of films we have to offer have resulted in a number of invitations to speak and show reels before their students.

The direct-mail method of approach has proved successful in the case of settlements, clubs and most of the other types of audiences listed. Such letters should be sent out in the fall when groups holding regular meetings are preparing their programs for the season. Complete information should be given regarding the basis on which the service is offered, what films are obtainable with a synopsis of each (and be sure to state for what ages they are suitable) and how long each takes, whether all necessary equipment is provided, and whether or not a speaker accompanies the films, because a group usually wants a speaker familiar with the subject to give the preliminary or explanatory talk.

The type of talk will vary with the audience but it should never be too long or too formal. Informality, we have found, helps to put the audiences at ease and in a friendlier frame of mind, and as for length we may rely on the traditional saying that "no soul is saved after the first twenty minutes." The average audience, especially after a day's work, is not very likely to give its undivided attention much beyond that. After the talk and the showing of the pictures, ample opportunity should be given for questions and answers.

In a talk it is always necessary to gauge the type of your hearers and use the language they will readily understand. In social work we have audiences of all kinds and all intellectual levels, so the talk must be shaped to fit the group addressed. Incidentally this is the answer to the question sometimes asked as to the possibility of "talkies" in this type of work. No "canned talk" synchronized with a picture could be made suitable for the wide range of audiences which must be reached—at one time college graduates and at another foreign-born mothers in a settlement; obviously the same talk would not appeal to both even if the picture did.



Courtesy The Crusader

The social worker many times will have to do the talking and show the picture. He should reach the meeting-place at least a half-hour early to see that the projector is ready, the focus

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tested, the electrial connections hooked up and someone stationed to turn the lights on and off. Most portable projectors are easily set up and may be used on any table. An electric light socket or base plug is all that is needed to supply the current. Be sure there are no chairs in the way of the light from the projector and make certain that all fire regulations are observed. If standard size (35-millimeter) films are used, whether "safety stock" or inflammable, a cast-iron booth and a licensed operator are likely to be required, whereas if the "narrow gauge" or 16-millimeter film is used, these requirements are seldom exacted as this size is made only in non-inflammable material. Anyone using motion-picture equipment should familiarize himself with all local regulations pertaining to it so that no difficulties will arise at awkward times.

Sixteen-millimeter film is not only safer, it is cheaper both for projecting equipment and for films, is easier to handle and to transport. The average projector with films when packed for carrying weighs not more than twenty pounds whereas standard-size equipment weighs at least three times as much. The cost of motion picture film is by the foot; a reel of four hundred feet of 16-millimeter size is equal in length of picture to one thousand feet of 35-millimeter stock. Projectors using 16-millimeter films are now made for use in large auditoriums.

Be sure the room is as dark as possible. It is surprising how often we have been asked to present programs in a room fairly flooded with light if the meeting was held during the day.

Whether you make your own films or purchase films there are several important considerations. The films must be correct in pedagogical detail, especially if they are to be used in schools. They must present their subjects clearly, concisely and accurately. Films with a running story are desirable, but accuracy must never be sacrificed for the sake of plot.

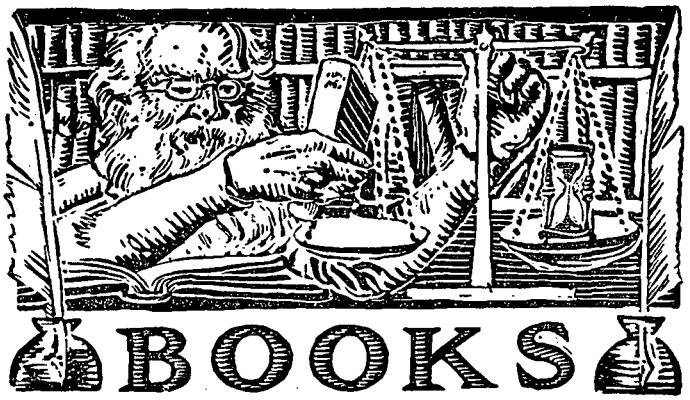
For social agencies which purchase films rather than make them—and in many cases this will be found preferable—the magazine entitled Educational Screen (5 South Wabash Avenue, Chicago) offers non-theatrical films in its booklet, One Thousand and One, which is revised yearly. Another good source is the Film List issued by the National Health Council (370 Seventh Avenue, New York). In addition each company producing films of this character issues its own catalog. If films are not to be used as a regular, permanent part of your service they may be rented instead of purchased. Most companies are willing to send any picture for preview without obligation to purchase on condition that the agency pay the shipping expense both ways.

The demand for this service has shown a steady growth. In 1928 we gave 327 such programs, in 1929, 392, and in the year just ended, 432. This work is endorsed by the Philadelphia Board of Education. At the close of a recent program a teacher said, "With these illustrated talks you can teach in a half-hour what it takes two weeks to teach in any other way."

More and more the motion picture is becoming a valuable medium of social publicity and education. Better films will be produced and more groups will be ready to include them in their programs. This will result in better understanding of the work of social agencies and win them increasing support.

Back to the Lantern

"WE are going back to lantern slides," writes Paul S. Bliss, publicity director of the St. Louis Community Fund, "because sound has complicated the motion picture situation. We are bringing our slides up to date by using brilliant and beautiful coloring." An attractive booklet describes the seven colorful lantern-slide lectures available at the Community Fund for service clubs, churches, schools, study clubs, and other civic and social organizations. Each lecture is accompanied by forty slides. The Community Fund supplies slides, stereopticon, operator, and speaker.



A Through Draft of Ideas

THE LONG VIEW. *Papers and addresses. By Mary E. Richmond. Edited by Joanna C. Colcord and Ruth Z. S. Mann. Russell Sage Foundation. 648 pp. Price $3.00 postpaid of The Survey.*

WRITING upon the college and the community (page 382) Miss Richmond remarked that the greatest service which Johns Hopkins University had rendered Baltimore was to supply it with a "strong through draft" of ideas. She could not better have defined her own contribution to social work, as this collection amply illustrates. Here is evidence of the profound influence which for forty years she exerted upon a developing profession and which places her foremost among those who have been responsible for the emergence of social work as an applied science.

This volume shows her genius, shows how she took the time-worn topics of social work and developed them into searching essays. No matter what her subject she went to the bottom of it, not a narrow drilling but a broad excavation until the whole of the fundamental basalt had been uncovered. This was one aspect of her greatness. Another was the possession of what Samuel McChord Crothers called an experiencing mind. She had supremely the faculty of association. She could focus all that had happened to her and the whole field of her reading upon the particular subject upon which she was writing. Above all she was a good workman. She once said that writing never became any easier for her. Perhaps not, but then she never ceased to grow. In her last writings as always she was at her best. Her marginal notes, her biographical sketches of Florence Nightingale and Sir Charles Loch indicate to what heights she might have reached had she been spared the leisure for excursions into the field of pure literature.

Miss Colcord and Miss Mann have divided the sixty-nine essays that form the book into five sections, each introduced by a description of Miss Richmond's life during the period under discussion. Most of the papers are preceded by brief explanatory notes. The book is thus an admirable presentation of the life and work of Miss Richmond. It reveals her brilliant mind, her philosophic sweep, her cultural interests, her craftsmanship, her essential humanity. It is a guide to social theory, a source of historical perspective, a "through draft" of ideas and inspiration, the expression of a great personality.

Community Council of Philadelphia KARL DESCHWEINITZ

Three Centuries of Child Care

THE DEPENDENT CHILD, *by Henry W. Thurston, Columbia University Press. 329 pp. Price $3.00 postpaid of The Survey.*

THE Dependent Child is a valuable addition to the meager bibliography on foster care of children. Others, among them Folks, Slingerland, Mangold and Kelso have covered much of the same ground, but Mr. Thurston has succeeded to a greater degree than the others in identifying the present with the past. His order of events seems more natural and he makes

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us neither proud nor ashamed of the past. He gives us a sympathetic understanding of our background. And with the skill of the case worker, Mr. Thurston makes his history vitally human. He gives us insight into the thinking processes of our forebears by culling excerpts from reports of bygone days; into the "social philosophy of the trustees" of orphanages by quoting songs and hymns chanted by the orphans; and into the feeling of the children themselves by reproducing letters and accounts written by them. The background is covered under the following titles: Looking Backward and Forward from the Days of Queen Elizabeth, Indenture as a Forward Step in Child Care, The Almshouse Door Opened Wider in 1824, Realities of Child Life in the Mixed Almshouse, Orphan Asylums as a Step Forward in Child Care. By easy stages we are thus brought to the middle of the nineteenth century.

The developments of the second half of the last century follow the inexorable law of change. Two charters contain in the vernacular of child-caring people, the developmental history of the dependent child from 1853. They are illustrated by three fine character sketches: the portrait of the founder of the Brace dynasty, crusading against the sinful life of New York City slums and endeavoring to people the empty spaces west of the Hudson; the picture of the spare, ascetic figure of Martin Van Buren Van Arsdale receiving the "call" to gather in the stray and the homeless of the prairies into the state children's home societies; and the drawing of the erect, scientific social case worker of Boston, Charles W. Birtwell, in his pose of writing the first rule in the child-care workers' "black-book," "the aim will be in each instance to suit action to the real need.". . .

The chapter on Survivals of Outworn Attitudes is a reminder "lest we forget"—we have not yet travelled all the way and the goal is still in the distance; Trends in England Since 1834 is an excellent resume of modern developments in England. While in the final chapter, Transition Toward Better Attitudes and Methods, Mr. Thurston indicates the future order of things which will make the life of the dependent child brighter and more satisfying through an understanding of "a total personality in a total situation." JACOB KEPECS

Jewish Home-Finding Society of Chicago

Job Analysis of a School

A STUDY IN PROFESSIONAL EDUCATION AT WESTERN RESERVE UNIVERSITY, *by James Elbert Cutler and Maurice Rea Davies. Western Reserve University Press. 208 pp. Price $1.50 postpaid of The Survey.*

THIS inventory of the distinguishing features of the School of Applied Social Sciences at Western Reserve University is primarily a job analysis undertaken to measure the progress and achievements of the School through fourteen experimental years in professional education in social work. It presents a picture, statistical and interpretative, of the School's purpose, organization, and scope and the results to date as reflected in the after-school careers of students. It is evident that this evaluation has been helpful to the group responsible for present and future policies at Western Reserve. But it serves wider purposes. Other schools of social work, developing professional standards in this pioneer field, may profit by this honest objective report. Prospective students wondering about social work as a career will find clear statements of the problems involved in the training of practitioners, the function of field work, types of positions and salary ranges. Doctor Cutler has added to the meager literature dealing with social work as a profession an itemized worksheet which deserves study by educators who may have questioned the scientific basis of training for social work, and by foundations whose privilege it is to further the growth of infant professions.

The study is not a recruiting organ for the School, though it may recruit for the profession of social work. It is not a claim of superiority; not a prophesy; not a creed. It tells what has been happening in one school of social work under the leadership of a deeply interested faculty. And it tells it very well. MARGARET LEAL

New York School of Social Work

Rural Problems

A SYSTEMATIC SOURCE BOOK IN RURAL SOCIOLOGY, *by P. A. Sorokin, C. C. Zimmerman and C. J. Galpin. University of Minnesota Press. 645 pp. Price $6.50 postpaid of The Survey.*

THIS is really a three-volume set and it sells for fifteen dollars. The final two volumes however will not be published for several months. The Source Book proves to be more than a mere book of readings—it is a sturdily and attractively bound reference work, something that the student of rural and even urban problems can place with confidence on his shelf of most used books. It is not likely to have any wide vogue but it will surely have a long life, which is perhaps the greatest tribute scholarship can pay to a labor of love such as this must have been.

The first third of the present volume is given over to the historical introduction. Here are excerpts from Confucius, Plato, Varro, Ibn-Khaldun, Cato, St. Thomas Aquinas, Vico, Hobbes and many other great names from the wide world and the ages. For all of them and many more there was a challenging rural problem. Curiously enough many of them saw the rural problem generally in terms of some form of urban encroachment. Through the ages the city has always been the source and center of wickedness; the country the source of virtue. So many among us still think. The second part of the volume, besides an extended bibliography, is devoted to materials on the rural habitat, rural communities, social stratification and the mobility of rural people. The topics are of course not new. These are concepts that the Chicago school of sociologists have given wide prominence. While the authors are not identified with the "Chicago group" they have marshalled considerable confirmation of the Chicago viewpoint. Often the confirmation goes just a little farther to reveal that perhaps some of our sociological discoveries about the nature of rural and urban societies are not so new after all.

The forthcoming volumes will dwell on family life, economic organization, education, crime, morals, political behavior, beliefs and attitudes, recreation, health and psycho-social matters as they relate to the rural situation. Finally there will be materials on rural-urban relations. The Source Book ought to give a good boost to scientific thought in the field of rural sociology. It ought to be stimulating to students of rural and urban life, if for no other reason than only to scan the universal reach and the antiquity of such a problem, say, as farm relief, which like poverty has always been with us. NELS ANDERSON

Seth Low Jr. College

Keeping Work Steady

REDUCING SEASONAL UNEMPLOYMENT, *by Edwin S. Smith. McGraw Hill. 296 pp. Price $3.00 postpaid of The Survey.*

SEVERAL years ago two employers, Sam A. Lewisohn of the Miami Copper Company and Ernest G. Draper of Hills Brothers, collaborated with John R. Commons and Don Lescohier of the University of Wisconsin in a survey of management's responsibility for solving unemployment (Can Business Prevent Unemployment? Knopf. $2). In the midst of the present slump another management group has sponsored a study of regularization "aimed at the reduction of seasonal fluctuations in sales and production as well as employment." The new volume, while in no sense based on the earlier study, has a similar approach and brings many of its chapters down to date. The 1930 inquiry was carried forward under the di-

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rection of Edwin S. Smith, who summarizes his findings in this book. The members of the sponsoring committee are Henry S. Dennison, John H. Fahey, A. Lincoln Filene, Henry P. Kendall and J. Franklin McElwain, all well-known New England business leaders. Mr. Smith outlines the economic and social values of leveling the peaks and valleys of production and employment and describes and analyzes American experience, particularly in highly seasonal industries, in attempting to control the curve of manufacturing and sales activity. Parts of several sections of his study were summarized for Survey readers in a recent article by A. Lincoln Filene (February 1, page 490).

BEULAH AMIDON

Financing Consumers

FINANCING THE CONSUMER, *by Evans Clark. Harper. 347 pp. Price $3.50 postpaid of The Survey.*

THE SURVEY was quick to recognize a short while ago that Mr. Clark was exploring untrodden ground. In this volume he presents the results of the first thorough investigation of the small loan business. Speaking broadly, the work merits attention on two counts. First, because of its definite contribution to the literature of credit. We possess voluminous treatment of banking and mercantile credits—the financing of production and distribution, but hitherto except for recent studies of instalment sales, little or nothing authoritative upon agencies financing the consumer. Lucidly, moderately, and with a mass of supporting data, Mr. Clark opens up this new area. Second, in view of the rapid growth of the small loan business, we recognize that Mr. Clark has put his finger upon a new and important factor in contemporary economic affairs. "Mass finance," he claims, "now takes its place along with mass production and mass distribution as an essential of up-to-date business."

Specifically, the volume treats the rise and growth of the small loan business; describes the various agencies engaged in it and discusses their methods; analyzes the costs, interest charges, and profits of each; and portrays the competitive situation in the field. The discussion of the loan shark and the effort to combat him under the uniform small loan laws is particularly valuable. The analysis of the interest charges to the borrower illuminates darkest finance and indicates, as Mr. Clark claims, the glaring necessity for a standard measuring-rod by which the borrower can estimate exactly what rate is asked of him. The case for the Credit Union and the sketch of its future in the United States will interest economists, bankers and social workers.

The final chapter presents the author's conclusions, among which is a strong plea for putting the small loan business under public regulation. The book fills a significant gap.

Lehigh University HERBERT MAYNARD DIAMOND

The Human Element

ORGANIZATION ENGINEERING, *by Henry S. Dennison. McGraw-Hill. 195 pp. Price $2.00 postpaid of The Survey.*

MORE and more executives are recognizing the necessity of developing effective organizations under conditions which have been growing more complicated and competitive for business organizations. This task is not one to be solved alone by the novice or by the man who has been recognized as a "good manager." Its solution requires a growing understanding of the fundamental elements in the building of an organization, as clearly pointed out in Mr. Dennison's book. A reading of this book leaves a firm conviction that the future organizing genius will be a student of human characteristics and methods of securing the best efforts of the members of an organization cooperating for a common goal. A careful study will disclose many essential points which interfere with the anticipated development of an organization.

Mr. Dennison has not only developed an unusual and successful organization in Framingham, Massachusetts, known internationally, but he has had experience in governmental organizations of national scope. His unusual understanding of the essential place of the human element in the building of an organization has made his study of this problem of practical significance. For the executive and personnel manager an index has been prepared that can be used as a reference book in the future development of this science of "organization engineering."

S. PARK HARMAN

Civic Committee on Unemployment, Rochester, N. Y.

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

TALKS ON TUBERCULOSIS, *by John B. Hawes, 2d. Houghton, Mifflin. 179 pp. Price $2.00 postpaid of The Survey.*

INFORMAL, well written, intensely practical, these talks with patients and their friends by the president of the Boston Tuberculosis Association replace his earlier Consumption: What It Is and What To Do About It. Dr. Hawes had his manuscript read and criticized by no less than seven distinguished physicians, yet by some miracle it comes out fresh and without the disfiguring ear-marks which such painstaking care usually leaves. We covet him as a member of our editorial staff.

THE SECOND OLDEST PROFESSION, *by Ben L. Reitman. Vanguard. 266 pp. Price $3.50 postpaid of The Survey.*

A STUDY of the pimp—"the prostitute's business manager," by a man hitherto better known as a radical propagandist than for his long service as physician in the Cook County (Illinois) jail and an official participant in the work of the Chicago Health Department against venereal disease.

YOUR JOB AND YOUR PAY, *by Katherine H. Pollak and Tom Tippett. Vanguard. 342 pp. Price $2.00 postpaid of The Survey.*

A DISCUSSION of a labor problem from the worker's point of view, its illustrative material drawn from the authors' first-hand knowledge of American industrial conditions as the wage-earner sees them. A stimulating book for the general reader as well as for the worker, particularly the provocative section on Changes Needed in the Way Industry Should Be Run, analyzing the current situation, the Socialist and Communist programs, the Russian experiment from this point of view.

INTELLIGENCE TESTING, *by Rudolph Pintner. Holt. 541 pp. Price $2.40 postpaid of The Survey.*

RE-ISSUE of a standard book first published in 1923, largely re-written and with several new chapters, to bring the material down to date. Current bibliographies are given at the end of each chapter.

THE STORY OF RELIGIONS IN AMERICA, *by William Warren Sweet. Harpers. 571 pp. Price $4.00 postpaid of The Survey.*

EXACTLY what the title implies: the running record of how America came to have two hundred and twelve denominations. Obviously intended as a textbook for theological students, the style and the attention to detail plus the many illustrations qualify this book for an honored place in anybody's library.

CHURCH AND NEWSPAPER, *by William Bernard Norton. Macmillan. 270 pp. Price $2.50 postpaid of The Survey.*

THE FORMER religious editor of The Chicago Tribune tells ministers how to write for newspapers. Also—what is equally important—he tells them how and what not to write.

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DIRECTORY OF SOCIAL AGENCIES

Child Welfare

ASSOCIATED GUIDANCE BUREAU, INC.—One East Fifty-Third Street, New York. Telephone: Plaza 9512. A non-sectarian non-philanthropic child guidance bureau, employing highest social work standards. Work includes consultation and home service with behavior maladjustments of children, adolescents, and young adults. For information address Jess Periman, Director.

BIG BROTHER AND BIG SISTER FEDERATION, INC.—425 Fourth Avenue, New York, and 400 North Michigan Avenue, Chicago. A league of eleemosynary organizations of Catholics, Jews and Protestants in United States and Canada rendering personal, individual and intensive service to children in preventing delinquency. George MacDonald, President, Rowland C. Sheldon and Herbert D. Williams, Ph.D., Executives.

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE—Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

Education

ART EXTENSION SOCIETY—The Art Center, 65 East 56th Street, New York City. Purpose—to promote art interest and appreciation by means of the publication of books and reproductions. Membership from $2.00 to $50.00 per annum.

Foundation

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, dir.; 130 E. 22nd St., New York. Departments: Charity Organization. Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Home Economics

AMERICAN HOME ECONOMICS ASSOCIATION—Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.

Health

AMERICAN BIRTH CONTROL LEAGUE INC.—Mrs. F. Robertson Jones, President, 152 Madison Ave., New York City. Purpose: To teach the need for birth control to prevent destitution, disease and social deterioration; to amend laws adverse to birth control; to render safe, reliable contraceptive information accessible to all married persons. Annual membership, $2.00 to $500.00. Birth Control Review (monthly), $2.00 per year, voluntary contribution.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education, to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 370 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

NATIONAL HEALTH CIRCLE FOR COLORED PEOPLE, Inc.—370 Seventh Avenue, New York City. Col. Theodore Roosevelt, Honorary President; Dr. Jesse E. Mooreland, Pres.; Dr. George C. Booth, Treasurer; Miss Belle Davis, Executive Secretary.

To organize public opinion and support for health work among colored people.
To create and stimulate health consciousness and responsibility among the colored people in their own health problems.
To recruit, help educate and place young colored women in public health work.
Work supported by membership and voluntary contributions.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—370 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *The Public Health Nurse.*

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS—Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; B. Franklin Rover, M.D., Medical Director; Eleanor P. Brown, Secretary, 370 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

NATIONAL TUBERCULOSIS ASSOCIATION—370 Seventh Ave., New York. Dr. Henry Boswell, president; Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—105 E. 22d St., New York. Composed of the national women's home mission boards of the United States and Canada. Purpose: To unify effort by consultation and cooperation in action and to represent Protestant church women in such national movements as they desire to promote interdenominationally.

Florence E. Quinlan, Executive Secretary.
Religious Work for Indian Schools, Helen M. Brickman, Director.
Migrant Work, Edith E. Lowry, Secretary.
Adela J. Ballard, Western Supervisor.
Womens interdenominational groups — state and local—are promoted.

GIRL'S FRIENDLY SOCIETY OF THE U. S. A.—386 Fourth Avenue, New York City. A national organization for all girls, sponsored by the Episcopal Church. Provides opportunities for character growth and friendship through a program adapted to local needs. Membership 46,000.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, president; Miss Anna V. Rice, General Secretary; Miss Emma Hirth, Associate Secretary; 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries for advisory work in the United States in 1,034 local Y.W.C.A.'s on behalf of the industrial, business, student, foreign born, Indian, colored and younger girls. It has 103 American secretaries at work in 16 centers in the Orient, Latin America and Europe.

NATIONAL COUNCIL OF JEWISH WOMEN—625 Madison Avenue, New York City. Mrs. Joseph E. Friend, President; Mrs. Estelle M. Sternberger, Executive Secretary. Program covers twelve departments in religious, educational, civic and legislative work, peace and social service. Official publication: "The Jewish Woman."

Department of Service for Foreign Born. For the protection and education of immigrant women and girls. Maintains Bureau of International Service. Quarterly bulletin, "The Immigrant." Mrs. Maurice L. Goldman, Chairman; Cecilia Razovsky, Secretary.

Department of Farm and Rural Work, Mrs. Abraham H. Arons, Chairman; Mrs. Elmer Eckhouse, Secretary. Program of education, recreation, religious instruction and social service work for rural communities.

THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES—347 Madison Avenue, New York City. Composed of 360 elected representatives from local Y.M.C.A's. Maintains a staff of 135 secretaries serving in the United States and 142 secretaries at work in 32 foreign countries. Francis S. Harmon, President; Adrian Lyon, Chairman, General Board; Fred W. Ramsey, General Secretary.

William E. Speers, Chairman Home Division. R. E. Tulloss, Chairman Personnel Division. Thomas W. Graham, Chairman Student Division. Wilfred W. Fry, Chairman Foreign Committee.

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DIRECTORY OF SOCIAL AGENCIES

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK— Richard C. Cabot, president, Boston; Howard R. Knight, secretary, 277 E. Long St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-eighth annual convention of the Conference will be held in Minneapolis, June 14-20, 1931. Proceedings are sent free of charge to all mebers upon payment of a membership fee of five dollars.

Pamplets and Periodicals

Inexpensive literature which, however important, does not warrant costly advertising, may be advertised to advantage in the Pamphlets and Periodicals column of Survey Graphic and Midmonthly.

RATES:—75c a line (actual) for four insertions.

Racial Adjustment

NATIONAL URBAN LEAGUE—For social service among Negroes. L. Hollingsworth Wood, pres.; Eugene Kinckle Jones, exec. sec'y; 17 Madison Ave., New York. Establishes committees of white and colored people to work out community problems. Trains Negro socal workers. Publishes "Opportunity"—a "journal of Negro life."

Recreation

NATIONAL RECREATION ASSOCIATION— 315 Fourth Ave., New York City, Joseph Lee, president; H. S. Braucher, secretary. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centers, swimming pools, athletics, music, drama, camping, home play, are all means to this end.

Women's Trade Union

NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA — Mrs. Raymond Robins, honorary president; Miss Rose Schneiderman, president; Miss Elisabeth Christman, secretary-treasurer; Machinists Bldg., 9th and Mt. Vernon Place, N. W., Washington, D. C. Stands for self-government in the work shop through trade union organization; and for the enactment of industrial legislation. Official publication, Life and Labor Bulletin. Information given.

? **Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?**

GOSSIP

Messa Coop'

THERE was an incident at the memorial meeting for Charles Cooper which was just as he would have wished it. The banquet hall of the Fort Pitt Hotel in Pittsburgh was filled with members of the Hungry Club and friends of its secretary. John Elliott of Hudson Guild had come on from New York to speak that day; a Pittsburgh lawyer spoke; and then a little Italian neighbor of Kingsley House who had found her way to the meeting. "I had to come," she said, "my heart tell me. I read it in the paper. I call my daughter. I say, 'Come mind my kids, I go hear about Messa Coop'.' I cut out of paper [she held the clipping in her hand] and get streetcar. I think it place down by river. I go there. That not right, so I show cop paper and tell him, 'That place I want go, I know that man.' So he tell me it up here, near depot. He say it take fifteen minute walk, so I walk quick, I hurry. I 'fraid they shut door. I glad I get here in time."

The story is told by James Lyall Stuart, president of the Kingsley Association. The little Italian woman paused and for a moment seemed overwhelmed by all the people and the great hall. "Did I do right to come? My heart tell me to come, for Messa Coop' he do so much for us, I want to honor him. I know him at Big House and at Lilli' Rest in country. One day five year ago at Big House Messa Coop' he talk to Italian man and when I come up I hear him say, 'I like your neighborhood.' He use that word 'neighborhood.' He mean he like us, us Italian."

One of the Kingsley residents took her home afterward. As they drove she said, "I understand what those men talk, yes ma'am, I understand well. They say Messa Coop' he live to make Community holy. He point way. He want us follow way he point. I follow, yes ma'am, I follow."

Friends of Kingsley House everywhere will be glad to know that Mrs. Cooper has succeeded her husband as head of Kingsley House. Throughout the years she has participated in its activities and won the regard of a great neighborhood. And that John C. Weaver, also a long-time and close associate of Mr. Cooper at Kingsley House, will serve as secretary of the Hungry Club.

Birthday Greetings

NURSING, in spite of the hard work, must be a healthy occupation. Of the eight students who entered the first nurses' training class of Mt. Sinai Hospital, New York City, fifty years ago, four are living. And for the benefit of those who are interested in statistics, it can be stated that two of the four married and two did not. At the golden jubilee of the Mt. Sinai Hospital School of Nursing there was a great turn-out of graduates and friends and much good talk. Not the least interesting thing about the reminiscences was the difficulty of getting the school going. The first training school for nurses had been established at Bellevue Hospital for five years when a committee of women interested in Mt. Sinai proposed to start one. But there was such violent opposition on the part of the hospital authorities that they had to lie low for two years and quietly bring male administrative opinion around to their way of thinking. Since the School opened on March 11, 1881, there have been over two thousand graduates, who have served notably in peace and war and have an irrepressible way of turning up as heads of hospitals and training schools all over the country.

Well, It's Spring Now

WILLIAM H. MATTHEWS of the New York A.I.C.P., director of the Emergency Work Bureau, claims that someone, he isn't sure who, owes him a new overcoat. His old one, "a brown old ulster," rated three mentions in the Survey Graphic's story (page 496, February 1), of how he placed 24,000 men in made-work jobs. Moved by this picture of shabbiness, a Survey Graphic reader sent the A.I.C.P. a fat check marked, "For clothes—Mr. Matthews." The Subscription Bureau credited it as a contribution for clothing, and that was that until three days later when the generous lady called Mr. Matthews on the telephone to tell him that she did hope he had bought himself that new overcoat. It was all news to W. H. M. His clamors still resound in the Subscription Bureau. It is not that he really wants a new overcoat. He is incurably loyal to the "shabby old ulster." But there's a principle at stake.

ADMINISTRATOR'S GUIDE

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GRADUATE REGISTERED NURSES, dieticians, laboratory technicians for excellent positions everywhere. Write for application blank. Aznoe's Central Registry for Nurses, 30 North Michigan, Chicago, Illinois.

WANTED: Assistant Executive in Ohio Institutional School for Problem Boys. Preferably married and without children. Give full details. 6849 SURVEY.

WANTED: Director for Summer Home for mother and children. Give training, experience, references. Jewish Day Nursey, 21-17th Avenue, Newark, N. J.

SITUATIONS WANTED

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College and university trained, desires to connect as executive director of a community center or similar organization. Has had extensive experience as administrator and organizer in community center and settlement work. Has pleasing personality and highest references. At present employed as executive of a large Jewish community center in the east. Available September. Box 6844 Survey.

EXPERIENCED worker with dependent and delinquent boys wishes position. Age 36. Will locate anywhere. Excellent references. 6853 SURVEY.

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For research and interpretive compilation of reports, an executive of ten years experience in case work and council fields. Part-time, temporary or project basis. 6835 SURVEY.

WOMAN EXECUTIVE, trained in social work, B. S. and M. S. degrees, experienced in family welfare and supervision of institutions for mothers and children. South or West preferred. 6838 SURVEY.

GRADUATE NURSE thoroughly experienced in Day Nursery work wants position. 6845 SURVEY.

WANTED: Position as director or head counselor in a Boy's Summer Camp. Eight years' camp experience. Twenty years' experience in Boys' Work. Excellent references as to character and ability. 6846 SURVEY.

AMERICAN man with ten years' teaching experience and eleven years' experience working at the trade wants position teaching carpentry and allied drawing. 6847 SURVEY.

MAN, college graduate, desires responsible position in child caring institution. Thoroughly experienced in all departments. Capable assistant executive or head supervisor. Also after-care or probation work. Highest references. 6848 SURVEY.

EXPERIENCED Executive Housekeeper desires position in private school, hospital or large private home. Excellent references. 6850 SURVEY.

REGISTERED NURSE, experienced in children's work, desires position as superintendent of orphan asylum, day nursery, preventorium, or other institution for children. 6851 SURVEY.

RESEARCH ASSISTANT, Bryn Mawr graduate, ten years' writing, editorial and social agency experience, wishes position in field or statistical research, publicity or executive secretarial work in sociological, labor or educational field. 6852 SURVEY.

CAPABLE EXECUTIVE: experienced in case work; parole and probation; vocational guidance and placement; transients; community work; publicity; research. 6854 SURVEY.

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Social Welfare Division

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WILLIAM D. CAMP, *President*

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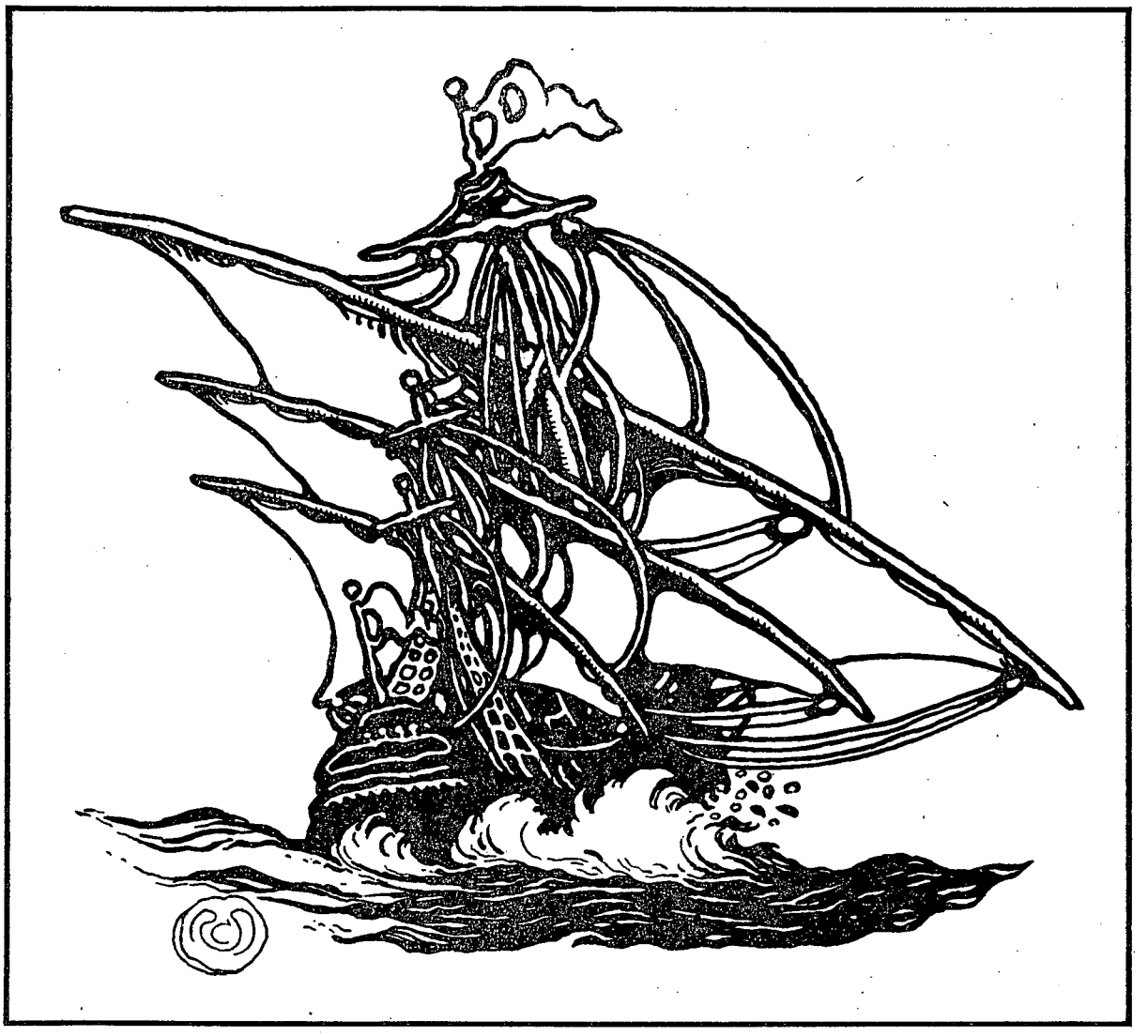

INTERPRETATION

BACK of the Headlines, and AHEAD of Research

Annual Statement by The Editor

SURVEY ASSOCIATES, INC.
112 East 19 Street
New York

YEAR REVIEWED
1930

CURRENT YEAR
1931

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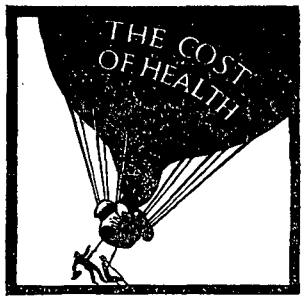
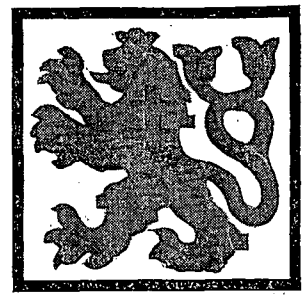


INTERPRETATION

BACK of the Headlines, AHEAD of the Findings of Conventional RESEARCH

To Survey Associates and all Survey Readers



WE have confronted opportunity no less than predicament. We are weathering these difficult times because the working scheme we call Survey Associates had it in it to serve them. I wish to congratulate officers, board, staff, members, contributors of time, money, ideas and writings upon the gratifying results they have achieved; and to assure them that their unflagging zest and loyalty, to which these results are due, are warmly appreciated.

Our last annual statement covered the twelve months ended September 30, 1929—just prior to the stock market crash. In the interval we have shifted our fiscal year to a calendar basis, and these pages cover the fifteen months ending December 31, 1930—which saw the down-swing of the business cycle. Our financial statements handle the fall quarter of 1929 as a fragment (page 127) and the twelve months of 1930 as our first calendar-fiscal year (page 122).

Opportunity

ON the one hand, the depression has thrown an emergent load of interpretation upon us, both of its human consequences and of affirmative moves to outflank them. This will be the special subject of this report (page 115).

"You are doing more than furnishing a record," writes Ellsworth Faris, editor of The American Journal of Sociology —"you are in my opinion literally helping to make history."

At least we have brought out the provocative beginnings of the *conquest of unemployment.* "Sane, sure, sword-thrusts of intelligence across a muddled knot of depression and discouraged planning," wrote Grace Ruth Southwick. "This was brought home to me especially last week when we were struggling to set up the right kind of solutions for our local unemployment problem in Santa Barbara." Our effort has been first of all to handle developments so as to be of practical help to social workers and members of committees the country over, but quite as much to engage the interest of everyday citizens exactly where last winter and this have jolted them loose to what is happening to their world. We have brought out issues packed with realities but touched with that lift of invention and constructive criticism which stretches the imagination. "No other publication has given such complete information on the subject," in the view of Henry Bruère, president of the Bowery Savings Bank and chairman of the Governor's Commission on Unemployment Problems for the State of New York—"nor given it with such sure judgment and effectiveness in ways that provoke thought and action." And our wish is that all members and participants in Survey Associates will help themselves to a full share of these and other expressions on page 118.

Predicament

ON the other hand, the business situation quite naturally undermined our footing to give such service. The Survey and Survey Graphic, outlets for our work, lost in advertising and newsstand sales in common with most periodicals. Our contributions suffered a shrinkage of $12,000 in 1930 (chiefly in the higher brackets). Moreover the shift in fiscal years would have been difficult under any circumstances, as it brought within the fifteen months two fall quarters, which are periods of heaviest outlay, and by chance, leanest in large contributions. We were $5472 short of making ends meet at the close of the fifteen months on December 31 last—the first time in the eighteen years of Survey Associates as a cooperative publishing society that we have closed a fiscal year with an overhanging deficit in our general fund.

Nonetheless, the rank and file of members and contributors have stood by splendidly. We carry 1936 names on our roster, against 2032 in 1928-9. Moreover, our circle of readers has grown. For the first six months of 1930, our net paid circulation (Survey Graphic and the Graphic number of The Survey, combined) ranged 1000 ahead of the corresponding period in 1929; for the last six months it ranged 1500 ahead. With less to invest, our subscription receipts on the monthly Graphic failed to match those of the year before, but with our "new" Midmonthly taking hold, our joint twice-a-month subscriptions gained ground; and our combined stencil count of paid subscriptions on January 1, 1931, stood at 26,309—a net increase of 1238 over the tally of January 1, 1930. (Special numbers reached a circulation of thirty-five and forty thousand.)

As we sense it, hard times have set people to harder thinking. In terms of subject categories, economic and social questions which lay dormant five years ago, have again come abreast in reader interest of psychological problems and international relations. All these fall within our province. If but a tithe of the needs and means which the scientific method has laid bare, should become the basis for concerted action, the results, humanly speaking, would be fabulous. Such an outcome hangs of course on whether wider and wider circles of men and women keep abreast of their changing world and bear a hand in the changing. Here, Survey Associates, with its scheme of interpretation, can count if we have the initiative and resources to make the most of the opportunities imbedded in our predicaments.

First of All a Fellowship

(From last year's annual statement)

Survey Associates is first of all a fellowship; it is also the non-profit-making membership corporation which publishes The Survey: Midmonthly and Graphic. The members of Survey Associates are the owners of the enterprise. The Survey is more than a magazine —we think of it primarily as an educational endeavor, *whose purpose is to awaken, inspire, inform and guide the social spirit which underlies all forms of effort to make the world a better place in which to be born and to live. It isn't self-supporting, although commercial receipts (from circulation and advertising) increase in proportion to the total cost. Dealing as we do with subjects often controversial because they are alive and fluid—and not always "popular," we are naturally unable to acquire mass circulation and the advertising patronage which that produces. That is why we need further support to keep going, and to move forward as new fields open and means are available.*

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Income Tax Decision

WHEN, on November 4, 1912, Survey Associates was chartered as a membership corporation under the laws of the State of New York, our stated purpose was set forth: "to advance the cause of constructive philanthropy by the publication and circulation of books, pamphlets and periodicals, and by conducting any investigation useful or necessary for the preparation thereof." In its early years, the nature of this novel society was recognized, and contributions made to it were deductible under the federal income tax laws. Later, a series of rulings, first by districts and then nationally, barred us out. Thereupon a test case was brought by Robert W. deForest, president of the society (based on his contribution of $3150 in 1924). On April 16, 1930 the U. S. Board of Tax Appeals rendered a decision holding in substance that Survey Associates is a corporation operated exclusively for educational or charitable purposes, contributions to which are properly deductible from gross income for income tax purposes. Five months later, the commissioner of internal revenue published his official acquiescence in the decision (Internal Revenue Bulletin, September 29, 1930, page 1, the official citation being IX-39-4783). On page 119, Mr. deForest points out that the decision, "while gratifying from the point of view of The Survey and its friends, has its chief importance to social work in holding that 'charity,' in the meaning of the law, is not confined to the giving of material relief." ("What is given is service and ideas—not commodities.") From another angle the decision is significant in recognizing that an educational institution may be built around the nucleus of a periodical and its adult readers, no less than around that of a college campus and its cluster of students. Research has long been recognized as an appropriate vehicle for the educational principle; here interpretation takes its place alongside.

For after all, what we have attempted has been to link *fact bearing* with *fact finding* and more, to contrive vivid carriers for experience, ideas and adventurous proposals for the common welfare.

The New "Mid"

SURVEY MIDMONTHLY, reaching its readers by the fifteenth of each month, is such a carrier. In its exchange of information, practice and invention with respect to family and child welfare, health, education, industrial relations and community development, it spans the fields of social work. Along with its prime subject matter, it affords a meeting place for the discussion of professional interests, techniques, ethics and administration. It reaches a clientele over four times as large as the membership of the National Conference of Social Work—ranging from the experts on city staffs to the isolated worker on some mountainside. "Mrs. Heron does public health work with the Eskimos here," writes Ann Martin from Bethel, Alaska. "I teach the upper grades for the same natives. . . . No, we could not work nor keep house without The Survey."

At the very outset of the fifteen-month period under review, we reconstructed The Survey Midmonthly, sacrificing the semi-long, semi-technical articles (for which a great variety of more specialized journals afford media) and focusing the better part of each issue on the entire audience served—on social workers and those next of kin to them. We put a blue cover on it (which we have just turned inside out for a spring suit), illustrated it in blacks and whites, and gave it new sprightliness. The response has been widespread. "The impact on the eye and the mind is distinctly different," wrote Lisle Burroughs of the Washington Community Chest "more impressive—far more attractive." "May the new model carry its precious freight to every corner of the land," wrote Mary L. Weston from one of them—the Sea Pines School on Cape Cod. "I could go into a regular Coué chant," wrote Anita Eldridge, secretary of the California Conference of Social Work, "but anything so smart and sprightly as the Midmonthly in its gay blue and white jacket deserves a snappier pean of praise than that worn-out couplet." At the end of the fifteen months, our stencil count of joint subscribers (The Survey twice-a-month, Midmonthly and Graphic at $5) stood at 18,418, an increase of 2482, or 15 per cent over October 1, 1929. With less investment than the year before, our stencil count of Graphic monthly subscriptions stood at 7891 the first of the year—a little better than holding its own.

A point has been reached where we are giving active consideration to issuing the Midmonthly, like the Graphic, as a separate periodical, to be had on a monthly subscription, and the two (at an advantage) under a joint subscription. In any event, we have plans afoot, once the business situation lifts, to carry the Midmonthly forward by a decisive stage.

Survey Graphic

SURVEY GRAPHIC, reaching its readers by the first of each month, is such another carrier—swinging the full arc of the modern professions and bringing out the newer chapters each is writing in the age-long history of humankind in its effort to master circumstance. We bring forward through the Graphic the most arresting developments in the fields of social work, and in turn bring social criticism and discovery to bear on general affairs. The uneven stream of progress, the borderlands of the sciences and vocations, group action and interplay from crossroads to the continents are within its ken; but interpretation is a two-way street, and the meaning of all this to men, women and children—to ourselves—is equally our concern. With the graphic arts to help us make of it a pageant.

Two series of articles featured in the period under review illustrate this two-way interpretation. From her coign of vantage at Hull-House, traversing the "second twenty years," Miss Addams brought her matchless social insight to bear on the salients of modern life epitomized in these titles:

A Decade of Prohibition (October 1929)
Immigrants Under the Quota (November 1929)
Efforts to Humanize Justice (December 1929)
Aspects of the Woman's Movement (August 1930)
Education and the Current Event (September 1930)
Contrasts in a Post-War Generation (October 1930)

The reverse process of social exploration and appraisal entered into a project made possible by gift of Mrs. Emmons Blaine. As result, one of the last commissions undertaken by William Bolitho was that of appraising for us the human stuff that goes into the Chicago gangsters and their group significance as urban rebels; the racket as their method; and the police net as the scheme by which a democracy sets out to keep them in leash. In this instance, therefore, we turned to an outsider—to a brilliant journalist, critic and playwright; to a South Africander, trench-bomber during the war, and thereafter The Manchester Guardian's correspondent with all Europe as his beat; the slashing critic of Fascism and the biographer (Twelve Against the Gods) of the great adventurers of the world.

The Psychosis of the Gang (February 1930)
The Gangster Traumatism (March 1930)
The Natural History of Graft (May 1930)

Frank Tannenbaum's series on Thomas Mott Osborne's work at Auburn and Sing Sing Prisons (October through March of the current publishing year) is in a sense in sequence to Mr. Bolitho's series of the year before.

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Special Numbers

OUR formula of first-hand interpretation linked with the graphic arts is visualized in our special numbers. We led off 1930 with such a number (January) on Rising Medical Costs which ran into an edition of 38,000, suggested by Edward A. Filene, edited by Mary Ross, the art work by Florence Kellogg; Dr. Haven Emerson, Michael M. Davis of the Julius Rosenwald Fund collaborating. We enlisted the cooperation of physicians, economists, business men, nurses, hospital workers, laymen. We tapped the first findings of the national committee which, under Secretary Wilbur's chairmanship, is making a five-year study in this field. The number reached down to the basic conflict between flat purses and sick bodies, and explored that neglected frontier between economics and the practice of medicine which concerns all of us in our everyday vicissitudes.

That same formula has served us admirably in our annual racial numbers through which Survey Associates makes distinctive contribution to international and inter-racial understanding. Our offering for 1930 was on Czechoslovakia (March —37,000), brought out on the eightieth birthday of President Masaryk, and like our New Germany Number the year before, edited by John Palmer Gavit. It was essentially a one-man show, based on the trip its editor took the summer before to gather materials first-hand—a series of portrait articles on the philosopher president; on Bat'a, the shoe-man who has brought mass production into medieval Europe; on Beneš, the foreign minister who "keeps the bridgehead for democracy at the East;" and the rest of the cast of characters, and the things they stand for, in this newest of republics.

This formula was applied to widely ranging semi-special numbers: two on newer developments in education, and

The New World of the Mind (May—33,500), centering on the First International Congress of Mental Hygiene at Washington, synchronizing with the thirtieth anniversary of the movement in this country, and (with a succeeding series of articles) illuminating the recent advances in psychology and psychiatry in their bearings both upon human behavior and upon our social institutions.

When the Small Man Borrows (November—39,750) brought out with the editorial collaboration of Evans Clark and presenting the heart of his study for the Twentieth Century Fund of the revolutionary changes going forward as mass credit takes its place beside mass production and mass distribution. The number tapped the pioneer inquiries into loan-shark activities by the Division of Remedial Loans of the Russell Sage Foundation. It boxed the compass of the newer forms of lending, which almost overnight have reached the proportions of a major industry in volume of business done; and it traversed the controversial issues raised in bringing banking techniques to the service of the average man. The credit unions had the center of the stage as the democratic manifestations of the movement.

Scores

The compass of this report precludes reviewing the full stream of materials handled by Arthur Kellogg, managing editor, and his associates. One register of our measure of performance is indicated by the following:

"TEN OUTSTANDING ARTICLES OF THE MONTH," Franklin Square Subscription Agency Posters (selected by a committee of librarians)

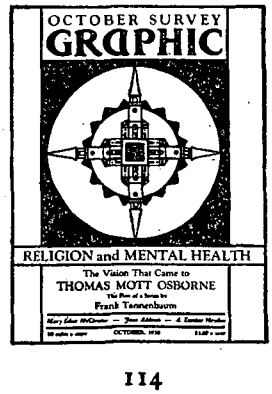
March—William Bolitho: The Gangster Traumatism
April —Senator Couzens: Long Wages
May —S. K. Ratcliffe: The Gathering Storm in Asia
Aug. —Jane Addams: Aspects of the Woman's Movement
Sept. —Jane Addams: Education by the Current Event
Oct. —Frank Tannenbaum: The Vision that Came to Thomas Mott Osborne
Nov. —Frank Tannenbaum: When Osborne Came to Sing Sing
Dec. —Frank Tannenbaum: The Community that Osborne Built

"TEN LEADING ARTICLES OF THE MONTH," selected and reprinted in condensed form in The Review of Reviews

Feb. —A Doctor Diagnoses the Bills: George E. Follansbee, M.D.
—An Economist Audits His Costs: Walton Hamilton
March—Gangs of Chicago: William Bolitho
May —A Payroll that Floats: Beulah Amidon
Nov. —China's Great Famine: Grover Clark

"ARTICLES OF LASTING INTEREST," reprinted in part in Readers' Digest

Feb. —A Merchant Looks at Medicine: Edward A. Filene
March—The Psychosis of the Gang: William Bolitho
June —"Pull" and the Police: William Bolitho
Nov. —The Famine in China: Grover Clark



Turned Corner

ANOTHER register lies in the showings of our publishing office. The budget of Survey Associates is divided into three accounts. The first or Association Account, covers our membership department and the special editorial desks which carry forward work of digest and interpretation of a grade fairly analogous to university research, and of a caliber which only a large circulation or a profitable trade audience, would make feasible in straight commercial journalism. This work is the first charge on our contributed funds.

Our two publishing accounts (Midmonthly and Graphic) segregate our business operations. Each is charged with its appropriate costs, including one-half the upkeep of the managing editor's department, and one-third of administration, and each is credited with its earnings.

On the disbursement side of these publishing accounts, we have distinguished between publishing maintenance and circulation investment—the money we put into getting new subscriptions. And the objective we have been working toward in the last five years has been to reach a point where publishing receipts would cover publishing maintenance, so defined. We have turned that corner in the period covered by this report as will be seen in the detailed statements on page 122.

In 1928-29 (our last fiscal year reported on), publishing receipts fell short of publishing maintenance charges by $4608 for which, together with money for circulation investment, we drew on contributions.

In 1930, using the same method of reckoning, publishing receipts wholly covered publishing maintenance and in addition supplied a small margin of $2918 for circulation investment—a spread to the good of $7500.

In the face of the hard times our total publishing receipts reached $120,058 in 1930 against $118,414 in 1928-29. The shrinkage in contributions of around $12,000 ($92,277 against $104,616) was met in part by this gain, in part by retrenchments (total disbursements $205,120 against $212,870), and is reflected in a deficit of $2465 in the year's operations; and a cumulative deficit of $5472 for the fifteen months.

It is for two purposes then that Survey Associates needs and seeks support—for money to invest in circulation growth, in spreading our educational reach; and for our association activities, for that staff work which is kindred to research, and which is the justification for being of this "House of the Interpreters."

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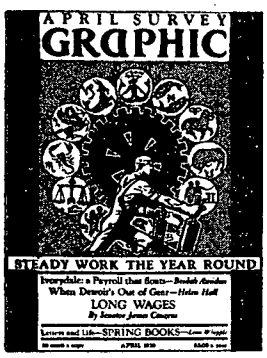
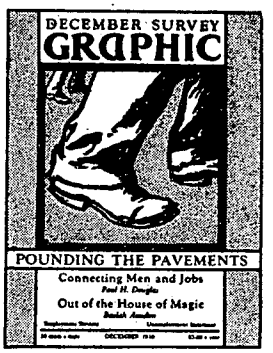


BROKEN WORK AND EARNINGS

Our Interpretation of Unemployment and Ways Out



IN the very heyday of post-war prosperity, one of the members of Survey Associates urged us to focus on broken work and earnings as a neglected hazard of American life. His name would be known to every reader of this page, and we have come to look to him for prescient leads. The pith of his counsel was, that

> The conscience of America is after all a greater dynamo than can be set thrumming by coal or gas or waterfall. Once the men and women of these United States shall take the stand that inasmuch as the denial of the opportunity for work to the least of them is the concern of all, and no longer to be endured in our common life, then economic and social invention will quickly derive means for making that opportunity secure.

Some time passed before we put this counsel to work as the spearhead of our special number on *Unemployment and Ways Out* in the spring of 1929. Then and since it has animated our efforts in bringing out the thrust of bitter human experience due to this unmet hazard, and in illuminating those economic and social inventions which give promise that it can and shall be met.

It was ten years ago that, for the first time, the federal government took on responsibility for leadership with respect to unemployment. The outgivings of the President's Conference of 1921, under Mr. Hoover's chairmanship, stand as the most rounded national program we have had in America on the subject. Its accomplishments and consequences have been set forth in The Survey, and in fact our first review of them was incorporated as an appendix to the official proceedings. Yet among its major recommendations were these:

1. Adequate statistics
2. Long-range budgeting of public works
3. Rehabilitation of employment services
4. Stabilization of work and earnings
5. Experiments in employment reserves.

A decade later, we are in a crisis which would certainly have been eased if those recommendations had stepped out of reports into our scheme of life. Only reluctantly, under pressure of the present emergency, were the Wagner bills covering the first two items enacted by the Seventy-first Congress. The conference had blocked out procedures for budgeting and projecting public works so that they might be thrown in when industrial operations are slack, but measures to this end slept through nearly a decade of prosperity, and neither the federal government nor the states and cities were prepared to act on the down swing of the cycle in 1929. A third Wagner bill, equally in line with the 1921 findings, and providing for a cooperative state system of employment exchanges with federal supervision and financial encouragement, was passed at the close of the session only to be vetoed after March 4 by the President. Nor was there resilient leadership at Washington in the ten-year interval—or for that matter on the part of the chief nation-wide business or labor bodies—calculated to promote either employment stabilization or employment reserves, or to encourage experimentation with the insurance principle in steadying work and earnings.

That has been the way things have gone in most of our depressions. A good shelf in a library of economics could be filled by reports drafted by able committees during crises, brought out afterward and forgotten. Between times the American public has ignored the fissure of unemployment that runs through even our most prosperous years, and which shows the weakness of our economic planning at this point.

The edge of the situation confronting Survey Associates in the period covered by this report, has been how we might help people take to heart the experiences of these months, shake loose from the old rigmarole of emergent relief and unemergent lethargy, and begin to organize energies and interest along enduring lines. The old adage that example is better than precept enters into our working conception, and we have applied it from month to month by presenting original budgets of experience, ideas, demonstrations and forthright discussion close to the realities of unemployment. We have handled the everyday problems of social workers and emergency committees. We have tapped resourceful investigations by public and private bodies. We have singled out and interpreted the most creative developments by industries. We have dramatized the new city and state set-ups which are lifting security of employment to the level of education and health as subjects for public concern. Every day's mail brings us letters from people telling us what this swift exchange of experience, candid truth and proposal means to them (see page 118). But let us go back a little and retrace briefly the sequence of our work.

1928

FOR some weeks in the early winter of 1928 "the threads that shuttle through The Survey office" wove "an unexpected picture of men and women idle in every section of the country because they cannot find work to do." In introducing three articles which led off our March number, we pointed out that the newspapers and magazines were apparently unconscious of this mounting evidence of a situation so serious that had it been true of the stock market there would have been great public concern. We of The Survey had more intimate and close-to-the-ground sources of information. "From summaries of current trends, from state labor department reports, from the anxious testimony of friends of The Survey, social workers, physicians, nurses, teachers and others in contact with wage-earners and their families there emerges this disquieting picture." Our three articles were:

Shadows of Prosperity—a statistical appraisal by Leo Wolman, head of the research department of the Amalgamated Clothing Workers;

Is Unemployment Here? by Beulah Amidon—a canvass of data secured from the family welfare agencies of the country "in terms of increased case loads, mounting appeals for relief, and communities still complacently unaware of industry's slowing down";

When Mass Production Stalls by Paul U. Kellogg—a record of lost work-time, lost wages, family and community disorganization caused by the failure of the Ford Motor Company, in changing models, to apply to the human factor in production the same sort of forethought and intelligence which went into its handling of machines and credit.

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Later on in the year we collaborated with the National Federation of Settlements in initiating its ground-breaking study of what unemployment does to families.

1929

THE spring of the succeeding year, six months before the stock market crash, we set the pattern of interpretation we have been weaving since. This was in our special number of Survey Graphic—*Unemployment and Ways Out* (April 1929). There were those who said we were doing a foolhardy thing to take up such a dour subject and at a time when so few would pay any heed to it. It may be in point to quote the paragraph which introduced the number:

We treat of a great wrong—which for the most part has been dealt with pettily. Of a great opportunity, which here and there is being grasped with ingenuity and imagination in ways that are big with promise. We want you to read this number, yes. But we want you who read it to think about it. And to take hold. For while it treats of one of the grimmest problems Americans face, it tells where engineers, economists, bankers, employers, public officials, labor leaders, social workers, neighbors, citizens have taken hold in practical fashion and what has come of it.

Contributors to that issue underscored the fact that, with a million wage-earners unemployed in the most prosperous of our post-war years, we faced a continuing problem—one which we now see will be with us when business gets back to "usual." Three progressive employers—Sam A. Lewisohn of Adolph Lewisohn and Sons, Ernest G. Draper, vice-president of Hills Brothers, and Henry S. Dennison, president of the Dennison Manufacturing Company—were impressed that this number, with its challenge to the imagination, might get a hearing for advances in the stabilization of work that they had long urged in soberer ways. They sent out a joint letter to some thousands of engineers, managers, employers, and labor leaders; and distributed 5000 copies of it. The edition ran to 40,000.

1930

WE plied this shuttle of ours we call Survey Graphic with renewed vigor throughout the winter of 1930. We exhibited the plight of industrial neighborhoods and communities at a time when the press was glossing things over and we searched for creative moves in dealing with the trouble.

Our industrial editor, Beulah Amidon, appraised first-hand two developments which represented opposite poles:

Negative: TOLEDO—A CITY THE AUTO RAN OVER: interpreting the human minuses of a situation where the working force of a plant had been cut down from 30,000 to 3000, and the community was holding the bag.

Positive: IVORYDALE—A PAYROLL THAT FLOATS: interpreting the human pluses of a situation where the Procter & Gamble plan of guaranteed employment had held straight through.

Further, on the negative side, we brought out what no newspaper brought out—the truth as to what unemployment was exacting of household and community life in the Michigan automobile center, the very (caved-in) backbone of the mass-production industries of the Middlewest. We were fortunate in enlisting the collaboration of Helen Hall, chairman of the Unemployment Committee of the National Federation of Settlements; and her inquiry, *When Detroit's Out of Gear*, was a companion piece to Miss Amidon's *Ivorydale* in the April Graphic and to Senator Couzens's challenge to employers—*Long Wages*.

On the positive side, also, we carried articles on the Cincinnati Civic Commission, on Dayton's inquiry and program, and (by Morris E. Leeds) on the project of the Philadelphia Chamber of Commerce in setting up an institute of stabilization.

These strands of interest were gathered into a skein at an after-dinner meeting of Survey Associates at the Hotel Ambassador, which "made the front pages" of the metropolitan newspapers with the story of Colonel Procter's leadership in regularizing work—one of the few affirmative developments set going by the hard times of '21; weathering these of '30-'31.

1931

WE have been plying that shuttle this past winter—putting muscle into it, and by that I mean staff time, field work, space—paragraphs, articles, in several instances whole issues.

Our first responsibility lay toward those who were shouldering the emergency load. To this end we have spread experience and plans of opportune use to social workers, social agencies and unemployment committees. Our November (1930) Midmonthly carried a swift survey by Gertrude Springer (associate editor) of the most suggestive set-ups for relief and community organization; and another by Miss Amidon, canvassing community plans—some of paper and some of good sound planking, to find and distribute work. Unemployment hung like a wraith over the proceedings of the Boston convention of the American Federation of Labor, and Louis Stark, industrial expert of The New York Times, reviewed it for us. Joanna C. Colcord, director of the Charity Organization Department of the Russell Sage Foundation, dealt with the sharply pointed program of the family welfare societies in facing what proved to be the most trying winter in their history. And A. W. McMillen of the Association of Community Chests and Councils summarized the study of relief finances by the Bureau for Registration of Social Statistics of the University of Chicago.

Throughout the winter, our Survey Graphics have carried the findings of our field work, the gist of outstanding reports and investigations, and challenging demonstrations of a constructive sort. For example:

STEADIER WORK

Stabilization—the first results of a study of seasonal slumps made by a committee of New England business men (*A Merchant Looks at Stabilization*, by A. Lincoln Filene—February); portrayal of the cooperative union-management measures by which 100 per cent of the B. & O. shopmen remained on the payroll throughout 1930 (*Keeping at the Job*, by Otto Beyer—March).

Public Works—to be thrown in when private industrial operations are off—a program of practical action by the ranking expert in the country, (*The Umbrella of Public Works*, Otto T. Mallory—March).

SWIFTER RE-EMPLOYMENT

Employment Services—state, federal, and city developments (*Connecting Men with Jobs*) appraised by Paul H. Douglas of the University of Chicago, organizing director of the Swarthmore Institute of Unemployment (December).

Work-Relief—a staff interpretation of the most distinctive demonstration of the winter along the lines of emergent help (*The Job Line*, by Gertrude Springer—February).

INSURANCE AGAINST WANT

Employment Reserves and Unemployment Insurance—the first first-hand appraisal of the mutual unemployment insurance plan of the General Electric Company; itself the first major corporation to experiment in this field (*Out of the House of Magic*, by Beulah Amidon—December); a devastating analysis of our present makeshifts by the chairman of the Unemployment Committee, National Federation of Settlements (*Shall We Stick to the American Dole?* by Helen Hall—January); the first interpretation of the study by members of the faculty of the Yale Institute of Human Relations, of the dismissal wage plan followed by the U. S. Rubber Company (*When Shut-Down Came*, by Ewan Clague and W. J. Couper—February); a comparative analysis of *American Plans of Unemployment Insurance*, which are before a group of state legislatures, by Paul H. Douglas (February); a current appraisal of German and English developments by an American industrial executive (*Dole-itis*, by Charles M. Mills—February); a searching comparison of our contrasting procedures with respect to stabilizing dividends and leaving wages at loose ends (*Who Bears the Risk?* by William M. Leiserson—March).

FOCAL POINTS

City: In sequence to the compact surveys in our November Midmonthly, Miss Amidon visited Cincinnati, Rochester and Indian-

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apolis, three cities which have had civic organizations at work for a year or more on long-range problems and presented a composite picture of the main features of their work: (a) fact-finding; (b) stabilization; (c) budgeting public works; (d) employment services; (e) vocational placement; (f) relief and reserves—(*Three Cities Look Ahead*—February). These three letters illustrate the response to such work of analysis and portrayal:

William H. Book, director, Department of Civic Affairs, *Chamber of Commerce, Indianapolis*:

. . . We regard this as a most comprehensive and helpful statement out of a mass of somewhat confusing and purposeless material relating to the problems of unemployment which comes to us from many sources. It is particularly gratifying to have your clear review of community effort and the consequent workable suggestions.

Francis H. Bird, *University of Cincinnati*:

. . . I will do my best to see that we "cash in" on some of the constructive suggestions which come to mind as one reads your story.

W. E. Weld, dean, College of Arts and Science, *University of Rochester*:

. . . I enjoyed the article very much, and for the first time I am beginning to hope that unemployment may be permanently reduced in the decades to come. Every bit of knowledge that we can scatter with reference to the possibilities of such reduction of unemployment will, I think, contribute towards the solution of the problem.

State: We hailed the early draft of the report of what is essentially the first state employment planning commission—that of New York—as the most important manuscript to reach us last fall, and published it in full in our December Survey Graphic. Accompanying it, we published signed statements by Governor Roosevelt of New York and Governor Pinchot of Pennsylvania, the two state executives, one Democratic and one Republican, who have pioneered in this field. From California has come evidence that that issue of Survey Graphic was put to work in ushering in a similar state commission on the Pacific Coast. There are over twenty state emergency committees which conceivably might be aroused to the long-range job.

National: For eighteen months we have driven home the opportunity for national leadership both along governmental and voluntary lines; and have followed legislative developments at Washington. Throughout fall and winter, the President's Emergency Committee on Employment has had its activities confined pretty largely to stimulating state and city organizations for relief, but we anticipate a more constructive frontage by Arthur Woods and his associates as the situation shifts to a new stage.

The Months Ahead

IN all this we have been working from the bottom up—beginning with the break-down of work and earnings in our American industrial communities everywhere, and ranging over the belt of problems having to do with *security of livelihood and the conservation of the wage-earning market.* Whether we have drawn on our own field work, on the study of what unemployment does to families by the National Federation of Settlements, on the findings of the Governor's Commission in New York, the soundings of the Swarthmore Institute of Unemployment, or the investigations of the Russell Sage Foundation or the Industrial Relations Counselors, we have found them centering on certain points where livelihood can be fortified. In the Settlement phrasing, wage-earning and wage-spending can be reinforced by "making work steadier, by making re-employment swifter, and by insuring against want the families of wage-earners who seek work and cannot find it."

In the months ahead, we shall further explore and interpret these great leads, along which developments are coming fast under pressure of the emergency, but along which they will come more surely by the cross-fertilization of ideas and experience. For example:

In *steadying work*—in sequence to our articles on P. & G. and the B. & O., we want to dramatize the most adventurous projects elsewhere in stabilization. Articles already arranged for deal with the guaranteed week of the stock yards for example; and the remarkable performance of the Canadian National in conserving its working force in integrating its system; a challenging showing which bears on anticipated mergers in the U. S. A. (Otto Beyer).

In *swifter re-employment*—follow the demonstrations by experimental set-ups in Rochester, New York City and New Jersey; the inclusive investigation of public and private agencies in Illinois; developments nationally.

In *insurance*—Here the bearings of work-relief plans, especially involving employe contributions, need scrutiny; how the General Electric plan pans out in a community like Schenectady; the results of the recent concerted move of a group of employers in Rochester in setting up a common benefit system; and the remarkable showings of the labor-management fund in the Chicago garment trades in meeting the stress of the depression. In one year, voluntary plans of this sort have matched, in numbers covered, the entire experimentation in this field in the decade following the 1921 conference. More new projects are to be expected. And proposals for legislation have moved out of the realm of text books to that of public issues. We shall follow them as well as the seven-state scheme of cooperative study launched by Governor Roosevelt.

Planning

IN the new year, we are eager not only to expand our treatment of this belt of dynamic economic problems, but to build upon it, and explore a new tier of factors having to do with national and international planning and control. We want to bring forward what scientific management has learned in the internal arrangements of industries that bears on our entire scheme of production; what light the advances in mass production have to throw on mass distribution; what budgeting and concerted planning have to offer with respect to raw materials, continuous operations and other factors in a stabler ordering of the workaday life. We have in incubation a special number in this field which will focus on the general line that out of our strength Americans should find new ways to help not only ourselves but the less advantaged peoples of the world in finding a new security. Here in the United States we do not face the threat of revolution, nor peer into those fiscal vacuums which the war left in Europe. Ours is the responsibility to grapple with industrial problems with a freeness of hand that is denied our contemporaries.

Yet we must be conscious that both in thinking and in performance, other nations have thrust out salients further than we, and that national planning interlocks with the larger need for the fabrication of a more workable world economy. Here again, Survey Associates may hope to push out its horizons.

As it is, with our reduced resources this past year, we have had to gouge our issues to carry emergent materials. We need elbow room. We have executed swift pieces of staff appraisal, but they have been pitifully few, although the carrying power of such work more than justifies itself. We need funds for travel account, for first-hand inquiry, for commissioning experienced writers. As things stand, we have had rare success in drawing into our circle of readers key people in all walks of life. Compared with books on such subjects, we reach from two to twenty times their audience. But we need funds to take advantage of the times, to get our output "across" in new ways, to enlist wider reaches of the public. We have only scratched the surface of our opportunity as interpreters of the conquest of unemployment—much less the social aspects of the larger and more adventurous field of industrial dynamics. And with the tremendous strides in mechanization and business expansion, it is all the more important that such a searchlight should be playing on their human implications.

So it is that we seek support to enable us to make the most of this carrier of ours in the extraordinary opportunity that opens out in the months ahead to help turn the hard times to account—to follow through, issue by issue, and get the widest impact of each issue, in ways that will not only hold up the hands of those who face the serious aftermath of this winter's trouble, and who will be confronting that of next winter whatever it may be, but will help kindle men's imaginations with the sense of an organic movement breaking through. What America does with respect to unemployment—toward liberating our modern life from its threat to the very footholds of democracy—lies close to what we shall make of our future as a people.

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Unemployment

KENDALL WEISIGER, *Atlanta, Ga.*:—The Survey has helped my thinking on the employment situation here. Keep up the good work.

J. S. WILLARD, *Akron, Ohio*:—It is not unemployment that I care to be served. If we had eggs, we would have ham and eggs if we had ham; or the $2.00 you ask for year's sub. to Survey!

HENRY GODDARD LEACH, *Editor, The Forum*:—Your symposium on "Outflanking Unemployment" constitutes one of the outstanding pieces of public service registered on this side of the water this spring.

WALTER STERN, *Milwaukee, Wis.*:—Your work is so constructive and outstanding in its service that I cannot justify myself in not at least giving my support to it to extent of being a cooperating member.

J. G. HARBORD, *Radio Corporation of America*:—It seems to me that you are rendering a real service to American business by bringing this guaranteed employment plan of Procter & Gamble of Cincinnati to public attention.

BERTRAM H. SAUNDERS, *Treas., Ho-Ho-Kus Bleachery, Ho-Ho-Kus, N. J.*:—The Survey with all its attendant activities is one of the principal blessings we have to be thankful for in the present avalanche of things that are wrong.

I. M. RUBINOW, *Sec'y, B'nai B'rith, Cincinnati, Ohio*:—Have just finished reading the February Survey Graphic—one of the best issues within recent years, particularly because it is so timely in dealing with various aspects of the unemployment situation.

HENRY BRUÈRE, *President, Bowery Savings Bank; Chairman, New York State Commission on Unemployment*:—No other publication has given such complete information on the subject or given it with such sure judgment and effectiveness in ways that provoke thought and action.

CHARLES H. DENNIS, *Editor-in-Chief, Chicago Daily News*:—The report of the New York State Committee on Unemployment (Survey Graphic, December) deals with that pressing problem in a particularly intelligent way and its conclusions will be useful to The Daily News in its further discussions of that subject.

ELLSWORTH FARIS, *Editor, The American Journal of Sociology, Chicago*:—Unemployment is perhaps the most demoralizing and disorganizing aspect of our economic life and in presenting these accounts the Survey Graphic is doing more than furnishing a record —you are in my opinion literally helping to make history.

J. P. RETTENMAYER, *The Samarkand Company, San Francisco*:— . . . . . splendid work. Some of the recent issues should be read by every manager of an industrial enterprise, by financial administrators of our large industrials, and by every man who exercises some control of employment politics.

LEA D. TAYLOR, *Chicago Commons*:—. . . A very timely contribution, much needed in the present crisis. A thousand or more men are sleeping nightly on the lower level of Michigan Avenue along a loading platform of one of the big buildings, while the automobiles roll by overhead and the winter has not yet begun, though the nights are cold.

CHESTER M. CULVER, *General Manager, The Employers' Assn. of Detroit*:—I have read Miss Hall's article with a very great deal of interest and believe that she has very fairly presented the case. While not agreeing with Senator Couzens that the whole problem is one for management, nevertheless one cannot deny that a large part of the responsibility should be so placed.

MOLLIE RAY CARROLL, *University of Chicago Settlement, Author of the definitive Study of German Unemployment Insurance*:— Congratulations on the April issue of the Survey Graphic. You have been doing terribly good work straight along, but this is a corker. The Couzens' article, Miss Hall's article, and Beulah Amidon's article are magnificient.

RACHEL R. ANDERSON, *Brooklyn*:—Pardon a hasty device for answering your letter. Check enclosed. As to the extra $5, I might have bought one hundred apples. But giving it to the Survey instead, in my view, aids the unemployment problem constructively, by as much more as Mt. Hood, with its serene snow-shrouded summit, overtops the tallest apple tree in a Hood River orchard.

LOUISE H. PECK, *Hollywood, Cal.*:—I had thought I must give up The Survey but your Unemployment issue settled that—I can't get along without your magazine. You give me courage to go on. You are doing so really constructive work. I keep my copies of The Survey traveling round among my friends who cannot afford to have you come to them specially.

S. PARK HARMAN, *Ex. Sec'y, Civic Committee on Unemployment, Rochester, N. Y.*:—I just finished reading your very excellent article in the February Graphic (Three Cities Look Ahead). I am sure it will be helpful not only in communities where action has not started, but also in communities like ours where we have made a start on a long-time program. Your article, I am sure, will help to crystallize sentiment in favor of long-time effort.

Recent Puffs

DOROTHY CANFIELD FISHER, *Arlington, Vt.*:—The Survey gets better all the time, I think. I don't know how you do it!

JOHN BAKELESS, *New York*:—The magazine is always stimulating—especially when Leon Whipple is in it!

FRANKLIN H. GIDDINGS, *Columbia University*:—A small bit toward the backing of the best sociological journal we have, but I want to make it as a sort of confession of faith.

JOHN GRAHAM BROOKS, *Cambridge, Mass.*:—I should astonish you if I could help you up to a tenth part of the real interest and admiration I have for the Survey as now conducted.

FELIX MORLEY, *Geneva Representative, The League of Nations Assn., Inc.*:—There are no magazines which, to my thinking, carry more conviction than The Survey.

DEWITT WALLACE, *Editor, The Reader's Digest*:—The Survey improves from month to month, it seems to me, and I am more and more impressed with the value of the work you are doing.

BLANCHE POTTER, *New York*:—I find The Survey very stimulating, and I do not see any other paper that is furnishing the same sort of material.

GEORGE R. BEDINGER, *Executive Director, Public Charities Assn. of Pa.*:—A subscription to The Survey is an indispensible part of the mental equipment of an alert citizen.

CARL SANDBERG, *Chicago*:—The other day I looked over several numbers of the Graphic each of them a book in itself, on a trying topic. And I guess if I were naming the fifty most useful citizens of the United States in this decade, I could easily put you in.

SALLY LUCAS JEAN, *New York*:—As a reader of The Survey I want to express to you my appreciation of the one magazine that I always find time to read and I am indeed grateful to you and your associates for its stimulating and enriching influence.

RABBI RUDOLPH I. COFFEE, *Oakland, Cal.*:—I rejoice that you are rendering such a tremendous service in educating forward-looking American citizens who realize that an intelligent electorate is the surest protection for American freedom.

CHARLES E. JACKSON, *Grand Rapids*:—I have been accustomed to give a Christmas gift to the clergy of the Diocese numbering thirty and would be delighted to have Survey Graphic go this year as a most stimulating influence and delightful monthly greeting.

MARY H. INGHAM, *Philadelphia*:—I think The Survey is the most effective means yet devised for furthering the social and political and economic program we are studying and hoping to see carried through in this bewildering era of change. It is good to feel in line with your work.

LEWIS E. CAMFIELD, *D.D., President-Emeritus, Ward Academy, S. Dak.*:—For 41 years I have been pastor in the little village of Academy. The Survey brings to me something of life that my farmer folks would not know if I did not have it to give them and thus soften and broaden their sympathies for others. I need The Survey.

ROYAL J. DAVIS, *New York Evening Post*:—. . . But what I especially wish to say is that I have often felt impelled to write you that The Survey is really and truly one of the very few magazines which might advertise with some show of truth, "Every issue worth a year's subscription." I am even tempted to suggest that the newspaper on which I am employed (and which I refrain from advertising by naming it) carry on its editorial page the statement: "Everybody ought to read The Survey." But that would never do.

FREDERICK PALMER, *New York*:—I have just returned from a trip of four months in the Far East to find four or five numbers of the Survey Graphic awaiting me. Yours (John P. Gavit) was a friendly name in the table of contents and I knew how sound and how interesting you always are. Having browsed through the back numbers, I concluded that your influence must be permeating the whole. Now I do want to tell you how very much I like the Survey Graphic. If this is any encouragement from an old war horse, then I am glad.

T. W. MCCULLOUGH, *Chief Editorial Writer, Omaha News-Bee*:—Sometimes I wonder how you manage to do all you do on the means you have. Somewhere you have tapped a tremendous vein of enthusiasm or you could not keep the work going so well. I am certain my bill for electric light is a little more than it would be if I did not sit up at least twice a month to read The Survey and the Graphic. What I get out of them, though, more than pays for the time I take from sleep. I heard a speaker say a year or so ago that we have to run like hell in order to stand still these days. I know that I have to read a lot of stuff to keep abreast of modern thought. (Thank God, folks are talking about something other than sex!) And The Survey and Graphic certainly help a lot. More power to you!

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SURVEY ASSOCIATES, INC.

Held to be a corporation operated exclusively for Educational or Charitable purposes

Comment by Robert W. deForest, president of Survey Associates, and president of the Charity Organization Society of the City of New York, which founded our cooperative publishing society in 1912

THE decision of the U. S. Board of Tax Appeals (acquiesced in subsequently by the Commissioner of Internal Revenue) that Survey Associates is a charitable organization and that contributions to it are, therefore, properly deductible from gross income in computing income tax, while gratifying from the point of view of The Survey and its friends, has its chief importance to social work in holding that "charity" in the meaning of the law is not confined to the giving of material relief.

The particular part of the opinion relating to this broad point of view is the following:

> There is nothing of charity here [in the work of Survey Associates] in the sense of directly giving money, sustenance or medical aid to the needy, but we do not conceive the foregoing to be exclusive means of dispensing charity. For example, when the corporation[1] made a study of a given disease and as a result of its research work caused to be brought about a movement which gave to humanity—both rich and poor—incalculable good, we fail to see where a very broad definition of the word charity is required to bring this work within its meaning. It was an unselfish service rendered for the good of mankind without any hope or thought on the part of the organization rendering such service of compensation being received therefor. What is given is service and ideas—not commodities.

There has been for many years past an increasing prejudice among social workers against the use of the word "charity." So far as this feeling is based on defining charity as solely almsgiving, I share in that feeling. But this feeling is based upon an entirely erroneous idea of the true meaning of the word. And the true meaning of the word charity is not only adopted by this opinion, but that meaning is upheld by the highest authorities. I suppose the highest American authority with regard to definition is the Century Dictionary. That dictionary gives five or more different definitions of charity:

1. Love, in its highest and broadest manifestation.
2. The good affections men ought to feel toward one another; good will.
3. Benevolence; liberality in relieving the wants of others; philanthropy.
4. Any act of kindness or benevolence.
5. Alms; anything bestowed gratuitously on a person or persons in need.

It is only the last named definition, fifth in order of importance, which relates to giving material relief.

The highest international authority for English-speaking peoples is the Encyclopaedia Britannica. This encyclopaedia defines charity as follows:

> The word "charity," or love, represents the principle of the good life. It stands for a mood or habit of mind and an endeavor. From it, as a habit of mind, springs the social and personal endeavor which in the widest sense we may call charity. . . .
>
> Charity thus has no necessary relation to relief or alms. To give a lecture or to nurse a sick man who is not in want or "poor" may be equally a deed of charity; though in fact charity concerns itself largely with the classes usually called "the poor," and with problems of distress and relief. Relief, however, is not an essential part of charity or charitable work. It is one of many means at its disposal. If the world were so poor that no one could make a gift, or so wealthy that no one needed it, charity—the charity of life and of deeds—would remain.

This decision, therefore, simply gives a legal definition to charity consistent with the definitions given by the highest authority of lexicographers.

It is sometimes said that nothing confuses thought more than language. This is true when the language used has a different meaning to parties to a discussion. If before discussing charity the word be defined as the court and the dictionaries have defined it, clear thinking on this subject would be possible.

Nor is the word "charity" the only word in the English language of which there should be clear definition before minds can meet. There are many such words. A familiar illustration is the word "love" which may mean to one person the noblest emotion which men can entertain toward each other, and to another the most depraved manifestation of sexuality.

The Decision

19 B.T.A. ——

UNITED STATES BOARD OF TAX APPEALS

ROBERT W. DEFOREST, Petitioner, v. COMMISSIONER OF INTERNAL REVENUE, Respondent.

Docket No. 33165. Promulgated April 16, 1930.

The Survey Associates, Inc., *held* to be a corporation operated exclusively for educational or charitable purposes, contributions to which are properly deductible from gross income under the provisions of section 214 (a) (10) of the Revene Act of 1924.

Robert Thorne, Esq., and *J. S. Y. Ivins, Esq.*, for the petitioner.
John D. Kiley, Esq., for the Commissioner.

THIS proceeding involves a deficiency in income tax as determined by the Commissioner for 1924 in the amount of $1609.73, and has for its only issue the question of the deductibility of certain donations made by the petitioner to the Survey Associates, Inc.

FINDINGS OF FACT.

THE petitioner is a resident of New York City. During 1924 he was president of Survey Associates, Inc., and in that year contributed $3150 to the aforementioned corporation.

The Survey Associates, Inc. (hereinafter sometimes referred to as the "corporation") was incorporated under the laws of New York in 1912 as a membership corporation without shares or stockholders. Its objects are stated in its constitution as follows:

> * * * to promote the cause of constructive philanthropy exclusively by education and educational methods, including the publication and circulation of books, pamphlets and periodicals.

The corporation publishes two magazines, The Survey and Survey Graphic, both of which are devoted to carrying out the purposes as indicated above. The foregoing publications and the work being done by the corporation are the outgrowth of activities carried on prior to 1912 by the Charity Organization Society of New York City with which petitioner was actively connected.

The corporation has no stockholders, but has a membership which is made up of persons who contribute $10 or more to the purposes of the organization. These contributions have ranged from $10 to $25,000. No member has the right to share in any distribution of the property of the corporation and no profit therefrom inures to the benefit of any individual. Neither the president, any one of the vice-presidents, nor any member of the board of directors receives any salary or fees. The salaries paid are to individuals who devote their entire time to the enterprise, the highest salaried person being the editor of the magazines who received $600 per month. The activities of the corporation are supported by the contributions referred to above, by subscriptions to the magazines and advertising therein, and certain other minor sources of income. The income and disbursements of the corporation for the fiscal year ended September 30, 1924, which year is typical of several years as to which statements were furnished, were as follows:

[1] In 1902, The New York Charity Organization Society,—Robert W. deForest president and Edward T. Devine, secretary and editor of its weekly publication, Charities (now The Survey),—instituted a committee on the prevention of tuberculosis, made up of doctors, nurses and laymen; the first in the country. In 1904, came the institution of the National Association for the Treatment and Prevention of Tuberculosis of which at the start Mr. Devine acted as organizing secretary. *Ed. Survey.*

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Total expenses, including field work and surveys in preparation of articles	$179,492.84
Receipts from subscriptions to magazines, advertising and sales	83,459.91
Operating Deficit	$ 96,032.93
Contributions and memberships from people interested in work	96,285.00
Balance	$ 252.07

The purposes of the corporation are carried out through the two magazines referred to above which, broadly speaking, cover the fields of social and philanthropic work, and the related fields of public health, education, community organization and social and industrial relations. As illustrative of the type of work done, the predecessor of the corporation,[1] under the direction of the petitioner, was instrumental in bringing into existence the National Organization for the Prevention of Tuberculosis, and the corporation is still active in its behalf. Studies were made of the living conditions and other factors entering into the origin and spread of this disease. The data thus obtained was disseminated through the publications of the organization. In 1924 a similar study[2] was made of heart disease which resulted in the establishing of various heart clinics and the creation of a widespread interest in this disease. In the same year, a study was made of ————[3] and the information thus obtained was given to the public through the magazine of the corporation. The data secured in these research investigations were not only published but also an attempt was made to interpret them in such a manner that they could be helpfully used in solving the particular problem requiring solution. The following "Analytic Index" of an issue of one of the magazines shows the broad field of activities of the corporation and the general class of subjects dealt with:

Child Welfare:
- Care of homeless children
- Make the streets safe
- How foster children turn out

Family Welfare:
- Life at the tip of Manhattan
- Social agencies and the "gasoline gypsy"
- Over-organizing for welfare
- British old age pensions
- Adjusting wages to family needs

Law and Lawbreakers:
- Safety and the law
- The courts and labor abuses
- What shall social workers do with the law?

Conquest of Disease
- Are the sick getting sicker?
- Wastes due to common colds
- Control of epidemics
- Health books

Promotion of Health:
- Cooperating for health
- A half century of public health
- Dangerous manufacturing processes
- New support of "Henry Street"
- Organizing for world health
- A new medical center in N. Y. C.

Mental Hygiene:
- Mental Hygiene in Mass.
- New ways of being poor
- Peculiarities of behavior

Organizing Social Forces:
- Learning the social agencies
- Cooperating for safety
- Endowment for "Henry Street"
- Social service in St. Louis
- Between neighbors
- Too much organization

Town Planning:
- Safety and the city plan

City Communities:
- Should people play on Sunday?
- Organizing a city for health
- British housing

Country Communities:
- Group participation in the country
- Religion and rural regeneration
- Foundations of rural culture
- Playing on Sunday
- New York State parks

Immigration and Race Relations:
- Immigration by airships
- Jewish and Gentile ways of life

School and Community:
- What are students interested in
- Know your own city
- Safety education in schools
- Value of country schools
- Incorporation at Fairhope

Education outside the Schools:
- New folkways in education
- Spread of health intelligence
- Status of workers' education
- Policemen as educators
- Spreading psychology and biology

Industrial Conditions:
- Aftermath of industrial accidents
- British unemployment
- Tetra-ethyl and labor safety
- Employment methods
- More about coal
- Living wages and family allowances

Industrial Relations:
- New developments in management
- The meaning of unions

Social Invention in Industry:
- More cooperation
- Management as a social ideal

Peace and International Relations:
- International control of opium

Motives and Ideals:
- The spirit of rural leadership
- Books for other lands
- Morale as affected by work accidents
- Fearing God and playing the game

No person is connected with the organization because of his religious or political affiliation, nor does it support any organization or activity of a political character. Usually the activities in which the corporation is engaged are noncontroversial in character, but when the subject under consideration may be subject to any character of controversy, both sides of the question are presented, the object being to present fairly all available facts with regard thereto without partisanship and without an attempt to urge a particular solution of the problem.[4]

The activities of the corporation are not confined to any particular community but extend to all parts of the United States. The circulation of the magazines extends beyond the United States to some thirty or forty foreign countries.

The magazines are used as textbook material in some two hundred or three hundred educational institutions, colleges and highschools. Members of the corporation's staff who are working on a particular problem or are familiar with a particular question are frequently called upon to lecture at an educational institution or in some community or city where the particular problem is being considered. Usually no pay is received from the organization sponsoring a particular lecture. Lectures are given gratuitously by a paid member of the corporation's staff. As typical of the foregoing work, the editor of the magazines in question made the following statement at the hearing as to his engagements for the preceding six weeks:

I have lectured first, before the Adult Education Association at Cleveland, had four hundred people; before Antioch College; before the Council of Social Agencies, that is the central body of all philanthropic and charitable organizations of Columbus, Ohio; before the Ohio State University at Columbus; before the lunch meeting of the Association of Social Workers and the Social Workers Club of Cincinnati; before the Hungry Club, which is a civic body of Pittsburgh; there are about 1200 business men, educators, social workers, and so forth in that club; before a group called by the Y. W. C. A. and Chamber of Commerce in Jersey City, on employment; I must speak in April before,—well, then I spoke at the Society of Ethical Culture—a religious body in New York, on unemployment, the Social Workers Conference at Philadelphia is holding a two day conference the first of next month and I am to lead off the speaking; the Association [Federation] of Settlements in Chicago is having a conference and I am to lead off there.

The activities of the corporation did not include anything having the character of lobbying or to influence legislation.

OPINION.

SEAWELL: The petitioner is here seeking to be allowed a deduction from gross income on account of contributions made to Survey Associates, Inc., his contention being that the aforementioned corporation comes within the classification of charitable or educational corporations contemplated by section 214 (a) (10) of the Revenue Act of 1924 which provides for a deduction on account of a contribution to:

* * * (B) any corporation, or trust, or community chest, fund, or foundation, organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual: * * *.

We have heretofore held that in order for a corporation to come within the purview of the above statute it must meet three tests: (a) It must be organized and operated for one or more of the specified purposes; (b) it must be organized and operated exclusively for such purpose or purposes; and (c) no part of its income must inure to the benefit of private stockholders or individuals. *Herbert E. Fales*, 9 B. T. A. 828. There is no question as to any failure to satisfy the third test; not only is this prohibited by the articles of incorporation, but also there was no income available for the year with which we are concerned which might be the subject of distribution, and the same seems to be true of other years. It is only because of the contributions received that the corporation is able to balance its budget and continue its activities. The petitioner's an-

[1] See footnote, page 119.

[2] In collaboration with the newly organized American Hearts Association, the Survey Graphic brought out its Hearts Number (November, 1924) interpreting the results of studies by that body and demonstrations in the field of the control and treatment of heart diseases. *Ed. Survey.*

[3] The court probably had in mind our special number on Giant Power (March, 1924). *Ed. Survey.* See footnote 4.

[4] The court's rendering of our working scheme: see annual report of Survey Associates for 1923-24 as follows:

"In laying the basis for membership we have built on an educational foundation. That membership is not only national but the men and women who compose it represent a wide range in point of view. The Survey is not a propaganda journal mustering its clientele with a watch cry. We set ourselves a more difficult task. We have had the college, the library and the laboratory as our prototypes. True, we have taken over from journalism the independent editorial column; but we have not built on the sandy premise that all readers would find agreement with the editors on any point, or any one on all. We have built up the contributing membership of Survey Associates among men and women holding differing points of view on the solid execution of a series of educational functions:

"Chronicling news in fields we have made our own;

"Pooling experience;

"Providing a medium for discussion and criticism;

"Investigating, interpreting results of research.

"As an example let us take the Giant Power number of Survey Graphic published March, 1924 and edited by Robert W. Bruère as industrial editor of The Survey. Social and industrial trends are to us as much news as are events; and in the swift advances which are going forward in electrical transmission, interlocking power from mine-mouth and waterfall, we have a force at work which may effect changes in the life of the community as sweeping as those which were brought in by coal and steam and which piled up the bulk of our modern social problems. Our task was one of interpretation—to get the engineers to forecast what is going forward, to get those whose concern is with the common welfare to raise the human issues at stake. On the question of control of this new development men are sharply divided; we gave a hearing to advocates of private ownership and operation, of state ownership and operation, of federal control with private and public ownership, of intra-state agreements. We portrayed against a background of community life the most far-reaching power systems of the New World, those of Ontario and the Pacific Coast. We pooled the experience of foresters and engineers, educators and social workers, labor leaders and employers. We tapped the investigations of the Pennsylvania Giant Power Survey, and we carried out three pieces of staff field work to gauge developments never before subject to disinterested social appraisal. And we employed maps, charts, cartoons and photographs as so many tools of interpretation in this borderland of mechanical and social engineering.

"But it is, of course, not in such special numbers but in the month-to-month work of our departments, in the general pages of Midmonthlies and Graphics, that the four educational functions named are woven into a fabric of consecutive service to readers and members."—*Ed. Survey.*

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swer to qualification under the other two tests is that the corporation in question was organized and operates exclusively for educational and charitable purposes, whereas the Commissioner takes the opposite position. On a consideration of the entire record, which includes testimony as to the history and activities of the corporation and also copies of the magazines which were circulated for the year before us as well as certain subsequent issues, we are of the opinion that the petitioner's contention should be sustained.

We do not consider it here necessary to say that the corporation is to be considered as exclusively educational or charitable in its nature; either is sufficient in itself; or we think it likewise sufficient if its activities are partly educational and partly charitable, provided the whole of its activities may be included under these two classifications. It is rather in the last-named class that the corporation would seem to fall. Of course, there is nothing of charity here in the sense of directly giving money, sustenance or medical aid to the needy, but we do not conceive the foregoing to be exclusive means of dispensing charity. For example, when the corporation[5] made a study of a given disease and as a result of its research work caused to be brought about a movement which gave to humanity—both rich and poor—incalculable good, we fail to see where a very broad definition of the word charity is required to bring this work within its meaning. It was an unselfish service rendered for the good of mankind without any hope or thought on the part of the organization rendering such service of compensation being received therefor. What is given is service and ideas—not commodities. Similar comments might be made of the great majority of the activities carried on by the corporation though often the charity element may be almost, if not entirely, absent and only the educational element would appear. Of course, the educational methods pursued are not those commonly followed in our institutions of learning, but similar results are accomplished. And again it might be said that the education is not of the masses whom the organization would usually benefit, but rather a limited class who are interested in the study of a given economic or social problem, but it is by the enlightened information furnished these groups that they are led to act for the good of all. The magazines are used for textbook material in many institutions of learning, lectures are given before various interested groups and the results of the research work are disseminated through the magazines. As heretofore stated, most of the subjects dealt with are noncontroversial in character, but on the few controversial questions considered an impartial, fact-finding survey is made and both sides of the question are presented without any show of partisanship or attempt to influence the adoption of a particular solution to the problem other than as the facts warrant.[6] Such activities may closely approach the commonly understood field of journalism, though a distinction should not usually be difficult to draw between the ordinary journalistic corporation, where commercialism and profit are involved or where controversial questions are sought to be solved in a particular manner, or where other similar distinguishing features exist, and a corporation such as we are here concerned with.

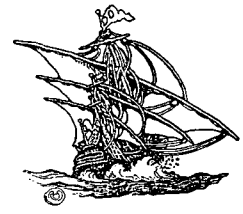
The Commissioner relies on *Herbert E. Fales, supra,* and *J. Noah H. Slee,* 15 B. T. A. 710. The *Fales* case involved donations to various clubs and organizations which had features which placed them beyond the purview of the statute as exclusively educational or charitable organizations. One club was partly social and partly educational and the other organizations disseminated controversial or partisan propaganda or were engaged in political activities. The *Slee* case had to do with donations to the American Birth Control League, an organization engaged by means of lobbying and propaganda in the furtherance of a cause highly controversial in character. Similarly, we denied a deduction to the League for Industrial Democracy, (*Bertha Poole Weyl,* 18 B. T. A. 1092), but the organization was not only decidedly partisan in character, but also advocated drastic political and economic changes which are contrary to the existing economic theories and practices upon which our society is founded and which pervade our system of government.

On the whole, we are satisfied that the Survey Associates, Inc., is a corporation organized and operated exclusively for charitable or educational purposes and that contributions made thereto by the petitioner in 1924 are deductible from gross income under the provisions of section 214 (a) (10) of the Revenue Act of 1924. Cf. *Rose D. Forbes,* 7 B. T. A. 209, and *George E. Turnure,* 9 B. T. A. 871.

Judgment will be entered under Rule 50.

[Official acquiescence in the above decision of the Board of Tax Appeals published in the Internal Revenue Bulletin of Sept. 29, 1930, Page 1: official citation—IX-39-4783. The publication of the acquiescence is more significant than a mere failure to appeal, as it constitutes authority to the personnel of the Bureau of Internal Revenue to regard the decision as a precedent in other cases. *Ed. Survey.*]

[5] See footnote 1. [6] See footnote 4.



Survey Associates, Inc.

112 East 19 Street, New York

a membership corporation, chartered November 4, 1912, without shares or stockholders, under the laws of the State of New York,

"to advance the cause of constructive philanthropy by the publication and circulation of books, pamphlets and periodicals, and by conducting any investigation useful or necessary for the preparation thereof."

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YEAR IN DETAIL — Educational Funds and Operating Accounts—1930

SURVEY ASSOCIATES, INC.

Fiscal (calendar) year ending December 31, 1930

CONDENSED STATEMENT: All Operations

Revenue			Disbursements		
Contributions	$92,277		Association Account		$ 42,033
*Less Allocations	9,680		Publishing Accounts (combined)		
Net Contributions		$ 82,597	Circulation Investment	$45,947	
Publishing Receipts		120,058	Publishing Maintenance	117,140	163,087
Total Revenue		$202,655	Total Disbursements		$205,120
Deficit for the year		2,465			
		$205,120			

I. ASSOCIATION ACCOUNT

Educational Funds			Disbursements		
GENERAL FUND			Administration (⅛)		$ 6,717
Total Memberships	$30,645		Membership and Finance		11,652
Other Contributions	20,722		EDITORIAL RESEARCH DESKS		
Total General Fund		$51,367	Editor's Office (½)	$5,795	
SPECIAL FUNDS			Industry	4,470	
Industry	$4,455		Foreign Service	3,806	
Foreign Service	3,690		Health	4,467	
Health	445		Social Practice	2,416	
Social Practice	1,370		Communities	843	
Communities	600		Education	1,867	23,664
Education	150		Total, Association Account		$42,033
Total Special Funds		10,710	Appropriations to Publishing Accounts for Investment		
General and Special combined		$62,077	Survey Midmonthly (General Fund)		12,512
GRAPHIC FOUNDERS FUND		30,200	Survey Graphic (Graphic Founders Fund)		30,517
			Allocations to Publishing Receipts to cover members' Subscriptions		9,680
Total Contributions received		$92,277	Total Contributions needed		$94,742
Deficit for year		2,465			
		$94,742			

PUBLISHING ACCOUNTS

II. SURVEY MIDMONTHLY ACCOUNT

Revenue			Disbursements		
Subscriptions to The Survey (twice a month)			Administration (⅛)		$ 6,717
New	$25,591		Editor's Office (¼)	$2,897	
Renewal	38,813		Editorial	8,074	
(½)	$64,404	$32,202			10,971
Allocations (½)*		4,840	Manufacturing		16,766
Midmonthly Sales		586	Subscription Routine (⅛)		3,644
Total Circulation Receipts		$37,628	Midmonthly Sales		22
Advertising		3,327	Advertising		2,644
Jobbing (½)		749			
Discounts Earned (⅛)		533			
Total Publishing Receipts		$42,237	Total Publishing Maintenance		$40,764
Appropriation for Circulation Investment from General Fund		12,512	Circulation Investment Joint Subscription Extension (½)		13,985
Total Revenue		$54,749	Total Disbursements		$54,749

III. SURVEY GRAPHIC ACCOUNT

Revenue			Disbursements		
Subscriptions to The Survey (twice a month) (½)		$32,202	Administration (⅛)		$ 6,717
Subscriptions, Survey Graphic			Editor's Office (¼)	$ 2,897	
New	$7,987		Editorial	11,959	14,856
Renewal	8,965				
		16,952			
Allocations (½)*		4,840	Manufacturing		28,868
Newsstands	$ 708		Subscription Routine (⅔)		7,289
Sales	5,128	5,836	Newsstands	$2,379	
Total Circulation Receipts		$59,830	Sales	2,719	5,098
Jobbing (½)		749	Advertising		13,548
Discounts Earned (⅔)		1,066			
Royalties		900			
Advertising		15,276			
Total Publishing Receipts		$77,821	Total Publishing Maintenance		$76,376
Appropriation for Circulation Investment from Graphic Founders Fund		30,517	Circulation Investment Joint Subscription Extension (½)	$13,985	
			Graphic Monthly Promotion	17,977	31,962
Total Revenue		$108,338	Total Disbursements		$108,338

* $5 is allocated from each membership and contribution to cover the regular subscription of the member or contributor.

STATUS OF EDUCATIONAL FUNDS

December 31, 1930

GENERAL FUND			
Deficit, December 31, 1929			($ 1,624)
Unfilled Pledges, cancelled			275
			($ 1,899)
Current Contributions 1930			
Membership classes			
$10	$14,020		
$25	6,175		
$50	3,950		
$100	6,500		
Total Memberships	$30,645		
Large and Other Contributions	20,722	$51,367	
SPECIAL FUNDS		10,710	
Total General & Special		$62,077	
Less Allocations		9,600	
Net Contributions			$52,477
Appropriations (1930) to			
Association Account		$42,033	
Midmonthly Account		12,512	54,545
Deficit-Operations 1930			(2,068)
Deficit, General Fund, December 31, 1930			($ 3,967)
GRAPHIC FOUNDERS FUND			
Deficit, December 31, 1929			($ 1,108)
Current Contributions		$30,200	
Less Allocations		80	$30,120
Appropriation (1930) to Graphic Publishing Account			30,517
Deficit-Operations 1930			(397)
Deficit, Graphic Founders Fund, Dec. 31, 1930			($ 1,505)
Deficit, General and Graphic Funds Combined, December 31, 1930			($ 5,472)
CHARLES M. CABOT FUND			
In Hand, December 31, 1929			$11,442
Interest Accrued			544
Balance in Hand, December 31, 1930			$11,986

Recapitulation of Publishing Accounts

Revenue	Midmonthly	Graphic	Combined
Subscriptions (twice a month)	$32,202	$32,202	$64,404
Monthly Subscriptions		16,952	16,952
Allocations	4,840	4,840	9,680
Bulk Sales	586	5,128	5,714
Newsstands		708	708
Total Circulation Receipts	$37,628	$59,830	$97,458
Advertising	3,327	15,276	18,603
Net from Jobbing	749	749	1,498
Discounts Earned	533	1,066	1,599
Royalties		900	900
Total Publishing Receipts	$42,237	$77,821	$120,058
Appropriations to Circulation Investment:			
From General Fund	$12,512		$43,029
From Graphic Founders Fund		$30,517	
Total Revenue	$54,749	$108,338	$163,087
Disbursements			
Maintenance	$40,764	$76,376	$117,140
Circulation Investment	13,985	31,962	45,947
Total Disbursements	$54,749	$108,338	$163,087

SPECIAL PROJECTS

Reconstruction of Survey Midmonthly (initial year)

Contributions		Expenditures	
Rhoads, Mrs. Charles J.	$ 300	Art work for new layout	$ 300
Swift, Harold H.	500	Illustrations etc.	715
Macy, V. Everit	2,000	Engravings	492
		Printing covers	1,293
	$2,800		$2,800

APPRAISAL: The Gangsters of Chicago, by William Bolitho

Blaine, Mrs. Emmons $2,000 — Author's fee & expenses $2,000

CERTIFICATE OF AUDIT

Survey Associates, Inc.:—We have audited your accounts for the fifteen months ended December 31, 1930, and we certify that in our opinion the foregoing statements set forth the revenue as recorded, the expenses, and the resultant net deficit for the period.

February 14, 1931 (Signed) HASKINS & SELLS.

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Membership Roster

Acknowledgment of Contributions Made to the Educational Funds of Survey Associates for the Fiscal (and calendar) Year 1930

Graphic Founders Fund

($30,200)

Twentieth Century Fund	$3750	McCready, Mrs. Caroline P.	$1000
°Fels, Samuel S.	3000	Rosenberg, Max L.	1000
Julius Rosenwald Fund	3000	Goldman, Henry	750
°*Estate of V. Everit Macy	2000	Ittleson, Henry	750
Leach, Mrs. Henry G.	2000	Keith Fund	750
Bamberger, Louis	1000	°*de Forest, Robert W.	500
°Blaine, Mrs. Emmons	1000	*Eastman, Mr. & Mrs. Lucius R.	500
°*Bing, Alexander M.	1000	°*Lamont, Mr. & Mrs. Thomas W.	500
*Chamberlain, Miss Ellen S.	1000	Lasker, Miss Loula D.	500
Elmhirst, Mrs. Leonard K.	1000	°*Swift, Harold H.	500
Haynes, Dr. John R.	1000	*Warburg, Felix M.	500
°Lewisohn, Adolph & Sam A.	1000	‡Seager, Prof. Henry R.	200
Lloyd, Horatio G.	1000		
Warburg, Paul M.	1000		

Special Funds

($10,710)

Industry Fund

($4455)

°*†Bing, Alexander M.	$500	Weyl, Mrs. Walter	$50
Brandeis, Justice & Mrs. Louis D.	500	‡Abbott, Henry H.	25
°*†Estate of V. Everit Macy	500	Farnam, Prof. Henry W.	25
†Fels, Samuel S.	500	Anderson, Frank V. "In Memoriam"	15
†Lewisohn, Sam A.	500	Albers, William H.	10
Cutting, R. Fulton	250	Beard, Charles A.	10
Filene, A. Lincoln	250	Carter, Miss Goldie	10
Ittleson, Mrs. Henry	250	Church of the Advent	10
‡Huyck, Edmund N.	200	Cooke, Morris Llewellyn	10
Davis, J. Lionberger	100	Graham, Miss Margaret Brown	10
Draper, Ernest G.	100	Greening, Miss Florence	10
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*†Lamont, Mr. & Mrs. Thomas W.	1000	Anonymous	50
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*Chamberlain, Prof. Joseph P.	250	Ilich, Julius	25
Scattergood, Mrs. Thomas	200	Leeds, Morris E.	25
Dodge, Mrs. Cleveland H.	100	Preston, Miss Evelyn	25
Lamont, Thomas S.	100	Thomas, Arthur H.	25
Oliesheimer, Mrs. Henry "In Memoriam"	100	Evans, Mr. & Mrs. Harold	10
*Scattergood, Miss Margaret	100	Maier, Paul D. I.	10
		Rhoads, George A.	10
		Rhoads, Charles J.	10

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Wald, Miss Lillian D.	50	Maternity Center Association	10
*Wile, Dr. Ira S.	50		

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FRAGMENT—Fall quarter, (October, November, December) 1929

(These three months, in shifting our fiscal year so to coincide with the calendar year, were treated as a fragment)

CONDENSED STATEMENT

Revenue		Disbursements		
Contributions $27,006		Association Account		$14,529
Less Allocations 3,355		Publishing Accounts (combined)		
		Circulation Investment		17,166
Net Contributions	$23,651	Publishing Maintenance	$31,056	48,222
Publishing Receipts	35,513			
Total Revenue	$59,164	Total Disbursements		$62,751
Deficit for the Quarter.....	3,587			
	$62,751			

I. ASSOCIATION ACCOUNT

Contributions to Educational Funds		Disbursements	
GENERAL FUND	$14,641	Administration (1/3)	$1,862
SPECIAL FUNDS	2,365	Membership & Finance.....	7,033
		Editorial Research Desks.....	5,584
		Total, Association Account....	$14,529
		Appropriations to Publishing Accounts for Investment:	
		Survey Midmonthly (General Fund)	1,488
GRAPHIC FOUNDERS FUND	10,000	Survey Graphic (Graphic Founders Fund)	11,221
		Allocations to publishing receipts to cover members subscriptions	3,355
Total Contributions received..	$27,006	Total Contributions needed....	$30,593
Deficit for Quarter.....	3,587		
	$30,593		

PUBLISHING ACCOUNTS
II. SURVEY MIDMONTHLY ACCOUNT

Revenue		Disbursements	
Total Publishing Receipts.....	$13,353	Total Publishing Maintenance	$10,637
		Circulation Investment	4,204
Appropriation from General Fund	1,488		
Total Revenue	$14,841	Total Disbursements	$14,841

III. SURVEY GRAPHIC ACCOUNT

Revenue		Disbursements	
Total Publishing Receipts.....	$22,160	Total Publishing Maintenance	$20,419
Appropriation from Graphic Founders Fund	11,221	Circulation Investment	12,962
Total Revenue	$33,381	Total Disbursements	$33,381

STATUS OF EDUCATIONAL FUNDS
December 31, 1929

GENERAL FUND			
Balance, Oct. 1, 1929			$ 722
CURRENT CONTRIBUTIONS			
Memberships	$11,600		
Large and other Contributions.....	3,041		
		$14,641	
SPECIAL FUNDS		2,365	
Total General & Special.....		$17,006	
Less Allocations		3,335	
Net Contributions			$13,671
Appropriations to:			
Association Account		14,529	
Midmonthly Account		1,488	
			$16,017
Deficit for 3 months period.....			(2,346)
Deficit, Dec. 31, 1929.....			($1,624)
GRAPHIC FOUNDERS FUND			
Balance, Oct. 1, 1929			$ 133
Current Contributions	$10,000		
Less Allocation	20		
		$ 9,980	
Appropriation to Graphic Fund.....		11,221	
Deficit for period			(1,241)
Deficit, Dec. 31, 1929			($1,108)
CHARLES M. CABOT FUND			
In Hand, Oct. 1, 1929			$11,315
Accrued Interest for period			127
Balance in Hand, December 31, 1929.....			$11,442

Graphic Founders Fund
($10,000)

Twentieth Century Fund.....	$3750
°Fels, Samuel S.....	3000
Morrow, Hon. Dwight W.....	1000
Rosenberg, Max L.....	1000
Keith Fund	750
*Lamont, Mr. & Mrs. Thomas W.	500

Special Funds
($2365)

Industry
($1050)

†Fels, Samuel S.....	$500
Ittleson, Mrs. Henry	250
Evans, Mrs. Glendower.....	100
Schwarzenbach, Robert J. F. (In Memoriam)	100
Albers, William H.....	10
Anderson, Frank V. (In Memoriam)	10
Beard, Charles A.....	10
Brotherhood of Railway Clerks National Bank, Cincinnati..	10
Dabney, W. P.....	10
Freiberg, Sol. H.....	10
Geier, Dr. Otto P.....	10
Greening, Miss Florence.....	10
Lloyd, John Uri.....	10
Taft, Robert A.....	10

Foreign Service
($980)

*Morrow, Mrs. Dwight W.....	$500
Lamont, Thomas S.....	250
Schiff, Mrs. Jacob H.....	100
Anonymous	50
Leeds, Morris E.....	25
Thomas, Arthur H.....	25
Evans, Mr. & Mrs. Harold...	10
*LaMonte, Mrs. G. M.....	10
Rhoads, George A.....	10

Social Practice
($40)

Charity Organization Society, Buffalo, N. Y.....	$25
Kenderdine, John D.....	15

Health
($245)

Forbes, Dr. Alexander.....	$100
Mason, Miss Fanny P.....	50
Potter, Miss Blanche.....	50
*Sheiden, Mrs. Henry.....	15
Goodale, Dr. Walter S.....	10
Jones, Mrs. Robert McK.....	10
Maternity Center Association, New York City.....	10

Communities
($50)

Burnham, E. Lewis.....	$50

General Fund
($14,641)

Large Contributions

Chamberlain, Prof. Joseph P.	$1000
de Forest, Robert W.....	1000
†Lamont, Mr. & Mrs. Thomas W.	1000

Unclassified

McAlpin, C. W.....	$75
Becker, James H.....	15
Franklin, Miss Mary.....	15
Gilmore, Miss Marcia.....	15
*Childs, R. S.....	10
*Cochran, Miss Fanny T.....	10
*Gavisk, Rev. Francis H.....	10
*Sage, Dean	10
Weisiger, Kendall.....	8.50
Churchill, Miss Grace.....	5
*Tapley, Miss Alice.....	5
*Wheeler, Miss Mary Phelps..	5

KEY:

* Gave also to other classifications under General Fund

† Gave also to Graphic Founders Fund

° Gave also Special Funds

‡ Deceased

General Fund: Membership Classes

$100 Contributors

BARBEY, Henry G.
Bowen, Mrs. Joseph T.
Castle, Mrs. George P.
Kahn, Otto H.
Kanzler, Mrs. Ernest
Kellogg, Paul U.
La Monte, George M. "In Memoriam"
Lewis, Mrs. Theodore J.
Mack, Judge Julian W.
Mack, Mrs. Julian W.
Manning, John A.
‡Mason, Miss E. F.
McMurtrie, Miss Ellen
Reader's Digest
°Rhoads, Mrs. Charles J.
Schaffner, Joseph "In Memoriam"
‡Selling, Ben
Sherwin, Miss Belle
Simon, Robert E.
Stern, Mr. & Mrs. Alfred K.
Young, Owen D.

$50 Contributors

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Butzel, Fred M.
Chapin, Miss Caroline B.
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Dayton Bureau of Community Service & Community Chest
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du Pont, Mrs. Coleman
"F"
Frank, Walter
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Ludington, Miss Katharine
Milbank, Albert G.
Moore, Miss Alice E.
°Morrow, Mrs. Dwight W.
Newborg, Mrs. M.
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